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DETENTION HOUSES AND REFORMATORIES  
AS PROTECTIVE SOCIAL AGENCIES

BY

THE CAMPAIGN OF  
THE UNITED STATES GOVERNMENT  
AGAINST VENEREAL DISEASES

By

MARY MACEY DIETZLER

UNDER THE DIRECTION OF

T. A. STOREY

A REPORT ON CERTAIN DETENTION HOUSES AND REFORMATORIES THAT  
RECEIVED ASSISTANCE FROM THE UNITED STATES GOVERNMENT  
IN CARING FOR CIVILIAN PERSONS WHOSE DETENTION, ISOLA-  
TION, QUARANTINE, OR COMMITMENT WAS FOUND NECES-  
SARY FOR THE PROTECTION OF THE MILITARY AND  
NAVAL FORCES OF THE UNITED STATES  
AGAINST VENEREAL DISEASES

THE UNITED STATES  
INTERDEPARTMENTAL SOCIAL HYGIENE BOARD

JUNE, 1922



WASHINGTON  
GOVERNMENT PRINTING OFFICE  
1922







U.S. ~~Interdepartmental Social Hygiene Board~~  
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**Public Health**

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*By Mary Macey Dietzler.*

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## DETENTION HOUSES AND REFORMATORIES AS PROTECTIVE SOCIAL AGENCIES.

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### PART I.

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#### LETTER OF TRANSMITTAL.

UNITED STATES INTERDEPARTMENTAL  
SOCIAL HYGIENE BOARD,  
*Washington, May 12, 1922.*

Dr. VALERIA H. PARKER,  
*Executive Secretary United States  
Interdepartmental Social Hygiene Board,  
Washington, D. C.*

MY DEAR DOCTOR PARKER: In June, 1920, the executive committee of the United States Interdepartmental Social Hygiene Board authorized me as the executive secretary of the board to detail an agent to visit and report on all detention houses and reformatories that had received assistance from the Government through the Commission on Training Camp Activities or the board during the World War. In July, 1920, an agent was appointed under Federal civil-service regulations who had had no relationship with the Commission on Training Camp Activities and no previous relationship with the board. This agent, Miss Mary Marcey Dietzler, of New York City, spent the months of August and September, 1920, familiarizing herself with the central office records in Washington and formulating plans with the executive secretary for satisfying the purposes of her appointment.

The appointee was instructed to secure information and prepare a report on the investments made by the Government through the Commission on Training Camp Activities for the construction, enlargement, repair, or equipment of reformatories and detention houses in the States for the medical and social treatment of delinquent women and girls; and through the United States Interdepartmental Social Hygiene Board for the assistance of the States in the maintenance of civilian persons isolated, quarantined, or committed for the pro-

tection of soldiers and sailors against venereal diseases. She was directed to collect facts that would justify or oppose a repetition of such assistance from the Government and satisfy such questions as: How effectively did these investments accomplish their purpose? Was the care of more delinquent women and girls made possible? Were communities and soldiers and sailors protected? Were the results accomplished worth their cost? Were the achievements temporary and of an emergency value, or were they enduring, or both? How should this thing be done another time? In short, it was sought to codify evidence for guidance now and in the future.

The prevention or reduction of moral and social suicide consequent on prostitution and the protection of society against moral and social murder committed by the prostitute and the roué are functions in part of the detention house and the reformatory. These functions are inextricably related to the control of the dissemination of gonorrhea and syphilis through promiscuous prostitution. It can not be said that the detention home has as yet satisfied our hopes nor that the reformatory has reformed. But the need of these institutions is a stern and insistent reality and compels a continuation of persistent effort to develop such defensive agencies and provide them with programs and personnel that will more completely protect the community from the prostitute and the prostitute from the community.

The facts presented in the accompanying report will serve a useful purpose not only in relation to plans that may be formulated for the control of prostitution and venereal diseases in the event of another war, but even more certainly for social protection during these yet more perilous times of peace.

Sincerely yours,

THOMAS A. STOREY,  
*Special Consultant, United States  
Interdepartmental Social Hygiene Board.*

## EVALUATION OF GOVERNMENTAL AID TO DETENTION HOUSES AND REFORMATORIES.

By Thomas A. Storey.

The evidence presented in the main body of this report indicates that the assistance given by the Government to 43 detention houses and reformatories in the neighborhood of military and naval communities enabled those institutions to detain and care for 15,520 infected prostitutes during a war-and-demobilization period of 27 months.

Sixteen of these institutions owe their very existence to Federal help. Forty-one of them served to full capacity during the entire period of the war emergency. Twenty-eight are now permanent factors in the communities in which they are located. Four outlived their need. Five were destroyed by fire, one was absorbed, one was abandoned, and four lacked the necessary interest of local, civil, or health authorities, or the means of support, or both. The capacity of the abandoned and unsupported institutions was only 4.7 per cent of the total.

The facts presented prove conclusively that the assistance given by the Government to these 43 reformatories and detention houses in the States had a great deal to do with the extraordinary success of the comprehensive program that was developed by the United States for the protection of our soldiers, sailors, and civilians from gonorrhea and syphilis during the World War.

The 15,520 individual disease carriers were confined in these 43 institutions and were restrained from spreading venereal disease to soldiers, sailors, and civilians for periods ranging from an average of 70 days in detention houses to an average of 365 days in reformatories.

The total governmental contribution toward the total cost of this institutional control of promiscuous venereal-disease carriers amounted to \$427,089.76.<sup>1</sup> On the average then the restraint of each of these 15,520 prostitutes cost the Government about \$27.52 as a contribution toward the total expense for the period covered. The average cost to the Government for its assistance in the expense of restricting the activities of *each one of these carriers for a single day* amounted to less than 33 cents.

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<sup>1</sup> It is important to remember that this assistance from the Government covered only a small part of the total expense of this detention-house and reformatory program. For every dollar supplied by the Government there were probably seven or eight dollars supplied through other sources. (T. A. S.)

An active prostitute has been known to expose from 50 to 60 individuals to infection in a single day. Obviously this is exceptional, but it is a possibility that can not be ignored. Figures that are now some years old place the average number of exposures at 10 a day for the commercial prostitute.<sup>2</sup> With an increase of restriction and with more effective law enforcement the average daily exposure during the war period was probably less than 10. It would, perhaps, be accurate to place the rate for that period at 5.

Assuming an average probable daily exposure of three for each member of this group, it may be said conservatively that in this phase of its program of venereal-disease control, the United States assisted the States in the prevention of over 3,892,860 exposures to venereal infection during this period of 27 months, at a participating expense to the Government of less than 11 cents for the prevention of each exposure.

Every protective social agent, every venereal-disease officer, every Army surgeon, and every naval surgeon who has had active service in this field knows how common it is to trace a number of these infections to a single carrier often on a single day.

If there had been no interference with these disease carriers, one might assume that every one of them would have succeeded in transmitting one infection a day during the period in which she was under restraint. This rate of infection would have totaled 1,297,620 cases of venereal disease in this period. This is obviously an improbable number.

Selecting a rate of infection suggested by the experience of the Army<sup>3</sup> and the Navy,<sup>4</sup> one might assume that each of these carriers, if free, would have averaged the transmission of 1 infection for every 15 exposures, or a total of 259,524 infections that would have been disseminated by the whole diseased group during the period of 27

<sup>2</sup> Kneeland's "Commercialized Prostitution in New York City," Chap. VI.

<sup>3</sup> Page 92, U. S. I. S. H. B., report 1920, items 22, 23.

<sup>4</sup> Estimates of the ratio between exposures to venereal diseases and the infections resulting therefrom:

H. H. Lane ("Venereal prophylaxis," U. S. Nav. Med. Bul., v. 15, No. 4):

1 infection in 10 exposures without prophylaxis.

1 infection in 24 exposures with prophylaxis.

Hall ("Notes on venereal diseases in Army based on study of 10,000 cases," Mil. Surgeon, November, 1920):

1 infection in 12.13 exposures without prophylaxis.

1 infection in 16.46 exposures with prophylaxis.

U. S. Naval Medical Bulletin Notes on Preventive Medicine, Nov. 15, 1921, p. 2, "Shore stations":

1 infection in 15.3 exposures with prophylaxis.

N. B.—One hundred and fifty-three cases of venereal diseases followed 2,353 administrations of prophylactic treatments within one to six hours after exposure. Diseases thus followed in 6½ per cent of the cases, or 1 infection in 15.3 exposures, at American shore stations.

Riggs ("Venereal statistics," U. S. Naval Med. Bul. vol. 15, No. 1):

1 infection in 20 to 30 exposures without prophylaxis.

months in which the United States Government invested its money in these preventive measures.

The ratio of exposures to infections established in the records reported by the Surgeon General of the Army and the Surgeon General of the Navy are ratios between exposures and infections by women who are by no means all diseased. The 15,520 women considered in this report were all diseased.

The force of this fact would justify the assumption of a greater frequency of infection than 1 in every 15 exposures. The force of this fact is not disturbed by the contingency that some of these diseased women may have exposed relatively few men. The ratios of infection given by the Army and Navy are based on numbers of exposures and not numbers of women.

If the fact that all of these 15,520 women were diseased were given full weight, one might be justified in assuming that ratios of exposures to infections would be 12 to 1 or 10 to 1. A ratio of 12 to 1 would give a total of 324,405 infections.

Nevertheless, and in spite of the apparent logic of a ratio of 1 infection to less than 15 exposures in this group of diseased women, it may perhaps be wise to retain the ratio of 1 to 15 in order to be wholly conservative.

Every case of venereal disease in the Army or the Navy costs at least \$7 a day for hospitalization alone, and every one of these cases is an expense to the Army or the Navy for days or weeks. A number of these cases never recover and many of them remain carriers of gonorrhea or syphilis or chancroid for long periods of time. Consequently, they are of serious and continuous damage to society. Two-thirds of the prostitutes cared for in these institutions admitted co-habitation with soldiers or sailors. The probabilities are that all of them had had such relations, and if free, would have continued to do so, throughout this period. This social-measure program of the Commissions on Training Activities and of the United States Inter-departmental Social Hygiene Board must therefore have saved the Army and the Navy tens of thousands of infections and many millions of dollars of expense for the treatment of such infections.

A tabular account covering the returns on the investments made by the United States Government contributory to the support of these 43 detention houses and reformatories during a sequence of 27 months in the emergency period of the World War brings out a number of impressive facts, which may be stated as follows:

Fourteen thousand eight hundred and four infected prostitutes were treated and restrained in detention houses for an average period of 70 days. This restriction is equivalent to the prevention of the dissemination of venereal diseases by one prostitute for a period of 1,036,280 days.

Seven hundred and sixteen infected prostitutes were treated and restrained in reformatories for an average period of 365 days, which is the equivalent to the prevention of exposure by one prostitute for a period of 261,340 days.

It may therefore be said that a total of this restriction was equivalent to the control of one prostitute for 1,297,620 days.

Since each one of these individuals was treated for gonorrhea, syphilis, or chancroid during her period of restraint, it follows that each day in which these disease carriers were restrained was a day of prevention of exposure to venereal diseases. It may be conservatively estimated that when free to carry on her activities without restriction, the average prostitute will accomplish three exposures a day. Statistics gathered some years ago indicate a much higher rate. Assuming a rate of three a day, the total number of exposures prevented during this period would amount to 3,092,860.

It is obvious that every exposure is not a source of infection. At the rate of one infection in three exposures, or at the rate of one infection a day, this total group of disease carriers might have distributed 1,297,620 infections during this period. It is probably safer to accept a rate of infection suggested by the figures given in the annual report of the United States Interdepartmental Social Hygiene Board for the fiscal year ending 1920. (See p. 92, items 22 and 23.) The ratio of infections to exposures given in these figures is approximately 15 exposures to 1 infection. At that rate these disease carriers if free during this period of 27 months would have transmitted a total of 259,524 infections.

The United States Government contributed a total of \$427,089.73 toward meeting the cost of restraining and treating these prostitutes. It therefore follows that the participating cost to the Government for the restraint of one prostitute for one day, preventing thereby an average of 3 exposures, was 33 cents. The participating cost to the Government of restraining one prostitute for five days, preventing 15 exposures, and, according to Army statistics, 1 infection, was \$1.56. Therefore, for every \$1.56 subscribed by the Government there was saved 1 infection, with all of the expenses attached thereto.

It is estimated in the office of the Surgeon General of the Army that the cost for the hospitalization of one case of venereal disease is not less than \$7 a day. This amount does not include the cost of replacing the soldier rendered temporarily noneffective because of his infection, nor does it include the cost of training men who become permanently disabled because of these diseases and are therefore discharged from the Army, nor does it include the cost of salvarsan which must be purchased in large quantities for the treatment of syphilis.

The minimum period of hospitalization in the Army for the treatment of gonorrhea, syphilis, or chancroid is 10 days for each infected man.<sup>5</sup> Each case of venereal disease, therefore, costs the Army for hospitalization alone at least \$70. It may be assumed that the cost in the Navy is no less.

The financial help contributed by the Government for assistance in meeting the total expense of these detention houses and reformatories would be equaled by the cost to the Army for the minimum hospitalization alone of 6,102 infected men. If permitted to carry on their activities without restraint, these 15,520 carriers of venereal disease at the conservative rate of 3 exposures a day with 1 infection to 15 exposures would have transmitted their diseases to 6,000 men *in less than two days*. The cost of minimum hospitalization alone for this two-day group would have equaled the entire participating investment of the Government in these detention house and reformatory budgets for the entire period of 27 months.

Two-thirds of these infected prostitutes admitted cohabitation with soldiers or sailors. At these rates in three days 10,000 busy prostitutes, if free, could have produced an expense account for the mere hospitalization of soldiers and sailors that would have equaled the total contribution made by the Government for their restraint.

DAYS LOST FROM DUTY THROUGH VENEREAL DISEASE IN THE ARMY.

Year.	Total cases of venereal disease.	Total days lost from duty through venereal disease.	Average number of days lost by each case.
1918.....	227,861	3,937,710	17
1919.....	61,618	1,923,420	31
1920.....	16,544	698,338	42

If the estimate of 1 infection to 15 exposures is even approximately accurate, and if no more than two-thirds of these prostitutes associated with soldiers and sailors, it may be assumed that the infection of something like 173,016 soldiers and sailors was prevented because of the comprehensive local and national programs of which these institutional restrictions were an essential part. If this be true, it follows that a hospitalization expense to the United States Government was saved in the Army and the Navy during these 27 months that might have amounted to more than \$12,000,000.

Leaving out a consideration of the protection of our clean boys and girls and our clean men and women that must have resulted from the repression of the activities of these prostitutes and making

<sup>5</sup> This minimum of 10 days is a most conservative basis. Reports of the Surgeon General of the Army show that venereals averaged 17 days, 31 days, and 42 days lost from duty in the years 1918, 1919, and 1920, respectively.

no effort to schedule the values that might be attached to the very evident saving of moral standards and to the inevitable prevention of illegitimacy, stillbirths, baby blindness, and all the other tragic, morbid, and mortal physical disasters that are so frequently consequent on the infections disseminated by the prostitute, it may be said that a participating investment of \$400,000 that assists in saving the Government an expense of over \$12,000,000 for one item in its venereal-disease expense account, and this in a little more than two years, is a compelling business proposition.

Reviewing the further facts, brought out in the body of this report, it is clear that the detention-house and reformatory restriction of a diseased prostitute is a measure of prevention effective only so long as it lasts. In the majority of such institutions restoration to social dependability is shown to be the exception. This institutional prevention too often becomes merely a delay or postponement of promiscuous exposure until the completion of the period of confinement.

In summary it may be said that the text of this report lays emphasis on the following facts:

First. Under existing social conditions no program for the control of the venereal diseases can succeed unless it makes provision for the effective medical and social treatment and control of prostitutes.

Second. When the United States entered the World War, the supply of detention houses and reformatories and their equipments and their program organization were wholly inadequate to meet the demands that were heaped upon them to house and to treat, socially and medically, the large number of prostitutes that were apprehended in the neighborhood of military and naval establishments.

Third. With the help of the Government local officials responded seriously and generously during the war, enlarging old institutions and adding new ones so that the provisions for the control and treatment of prostitutes were made much more nearly adequate in the regions around military and naval establishments during the period of critical emergency.

Fourth. The present supply of detention houses and reformatories is wholly inadequate to meet the ordinary peace-time needs in the majority of our States. The separation of the less experienced beginner from the hardened, irredeemable delinquent; the rehabilitation of the one group and the continuous restraint of the other; the provision of effective social and medical treatment applied to the common educational, informational, hygienic, and economic needs of these unfortunates are problems that are not met at

all, or met with lamentable inadequacy in most localities and in the majority of our States.

Fifth. Divested of all sentiment it is obvious that the investment of municipal, State, or Federal funds for the establishment and operation of adequate, modern, discriminating detention-home and reformatory programs is an extraordinarily profitable business proposition. Within 27 months the contributory investments made by the United States Government during the World War brought a financial return of at least 3,000 per cent.

## **BACKGROUND AND PURPOSES OF THE FEDERAL VENEREAL-DISEASE CONTROL PROGRAM.**

The compelling events of the World War very early focused the attention of the world upon the fundamental importance of man power. The remark that the war would be won by the side that could fight for the last 15 minutes was taken at its face value. The conservation of man power came to be a dominating factor in the plans of each of the warring nations.

When the United States entered the war the medical service of the Army and the medical service of the Navy were ready with practical plans for the prevention, treatment, and control of malaria, typhoid, typhus, and smallpox, each of which has a military history of greater morbidity and greater mortality than all the weapons of warfare in all the great armies of all history combined. Very recent military history had demonstrated the practical values of scientific hygiene for the prevention, treatment, and control of these diseases in the Army, in the Navy, and in the civilian population upon which armed forces depend in so many ways for safety and support and recruits. The United States made use of this information and in consequence the Medical Corps of the Army, the Medical Corps of the Navy, and the Public Health Service of the Treasury saved an enormous resource in American man power that otherwise would have been needlessly sacrificed to these diseases.

But there is a group of other diseases of well-known military, naval, and civilian danger that had not been successfully controlled in previous wars. Gonorrhea, syphilis, and chancroid have been among the determining factors in all the great wars for many centuries. Their causes, carriers, injuries, and preventions have been known for a number of years, but up to this great war no thoroughly organized, systematic, and relatively complete program had been developed and applied for the prevention, treatment, and control of these diseases.

Even before the United States entered the Great War, governmental and civilian experts began laying plans for the control of gonorrhea, syphilis and chancroid. The most powerful of these pre-war stimuli came from the American Social Hygiene Association, a voluntary civilian organization that for a number of years had

been gathering scientific information and laying carefully organized plans for the control of the venereal diseases.

As a result of these influences, the venereal disease programs of the Army and the Navy were effectively organized soon after the United States entered the war.

But no program of protective hygiene can possibly succeed in defending the Army or the Navy from military diseases and especially from the venereal diseases unless that program protects also the civilian population. Knowing that venereal disease is much more common in the civilian population than in the Army or Navy; knowing that every soldier or sailor with gonorrhea, syphilis, or chancroid secured his infection from a civilian source; knowing that the civilian prostitute, male and female, is in a large measure responsible for the dissemination of venereal disease; and knowing that the prostitute is not a local or regional but rather a national liability, the well-informed authorities concerned applied to Congress for legislative action that would enable the War Department, the Navy Department, and the Treasury Department to join together to assist the States to meet their very important obligations and complete the American program for the prevention, treatment, and control of the venereal diseases.

The startling facts that led Congress to enact the law which established the Interdepartmental Social Hygiene Board and the definite purposes for which that legislation was proposed, are stated in the records of a hearing held before a subcommittee of the Senate Committee on Military Affairs on June 18, 1918. The evidence presented at this hearing was furnished by a group of men who are known to be among those most expertly qualified to furnish reliable information on the community, State, and National menace of venereal diseases.

The defensive, protective, and remedial proposals made to and approved by the committee and supposedly contained in the act as finally submitted, were approved by the House of Representatives and by the Senate, and the act carrying this presentation of the law was signed by the President on July 9, 1918. These proposals may be stated concisely as follows:

To assist the various States in caring for civilian persons, whose detention, isolation, quarantine, or commitment to institutions may be found necessary for the protection of the military and naval forces of the United States against venereal diseases during the war and after the war;

To protect the civilian population against venereal diseases during the war and after the war;

To assist States in building reformatories and detention houses for the hygienic, social, and economic redemption and restoration of venereal disease carriers;

To assist States in the cure of persons with venereal diseases;  
To assist States in the eradication of venereal diseases;  
To assist colleges, universities, and other suitable institutions to carry out scientific research for the discovery of better medical methods for the treatment and prevention of venereal diseases;  
To assist colleges, universities, and other suitable institutions in the instruction of their students concerning the defensive hygiene of venereal disease.

A copy of the act is appended.

#### SUMMARY OF THE FUNCTIONS AND WORK OF THE BOARD.

The board created by this act is made up of the Secretary of the Treasury, the Secretary of War, the Secretary of the Navy, and a representative chosen by the Secretary of the Treasury from the United States Public Health Service, a representative chosen by the Secretary of War from the Medical Corps of the United States Army, and a representative chosen by the Secretary of the Navy from the Medical Corps of the United States Navy. This act of Congress carried with it an appropriation of something over \$4,000,000 which was made available for a period of two years. Other appropriations have been added subsequently.

One million dollars of this sum was set aside for payment to States for expenditure through their boards of health for the prevention, treatment, and control of venereal diseases. This appropriation of \$1,000,000 was repeated for the year beginning July 1, 1919. A second appropriation of \$200,000 was made for the establishment of a division of venereal diseases in the United States Public Health Service. This bureau was directed by the law (1) to study and investigate the cause, treatment, and prevention of venereal diseases; (2) to cooperate with State boards or departments of health for the prevention and control of such diseases within the States; and (3) to control and prevent the spread of these diseases in interstate traffic. This bureau was directed by the law to investigate the causes, treatment, and control of venereal diseases, and to assist in the control of interstate carriers of those diseases. A third appropriation of \$1,000,000 was made for the purpose of assisting States in caring for civilian persons whose detention, isolation, quarantine, or commitment to institutions would protect the armed military and naval forces of the United States from venereal diseases. A fourth appropriation of \$100,000 was made for the year and repeated for the ensuing fiscal year for the purpose of assisting such colleges, universities, and other institutions as, in the judgment of the Interdepartmental Social Hygiene Board, are qualified for scientific research to discover more effective medical measures for the treatment and prevention of venereal diseases. And finally the law carried an appro-

priation of \$300,000 for the first fiscal year (1919) and of \$300,000 for the second year which "shall be paid to such universities, colleges, or other suitable institutions or organizations as, in the judgment of the Interdepartmental Social Hygiene Board, are qualified for scientific research for the purpose of discovering and developing, in accordance with the rules and regulations prescribed by the Interdepartmental Social Hygiene Board, more effective educational measures in the prevention of venereal diseases and for the purpose of sociological and psychological research related thereto." Appropriations in varying amount have been made for the continuation of these five activities in subsequent years.

The work of the board was very seriously handicapped because of certain inadvertences in the wording of the law which brought the board into existence. Nevertheless a great deal was accomplished through the application of these several funds. A tremendous campaign along the lines of information relating to the individual, group, and intergroup hygiene of venereal diseases was carried on by the division of venereal diseases of the United States Public Health Service and by the commissions on training camp activities. Practically all of the States in the United States have passed laws or adopted regulations for the control of these diseases in accordance with the recommendations of the Secretary of the Treasury and the Interdepartmental Social Hygiene Board. All of the States have availed themselves of the appropriation set aside for the use of their boards of health for the prevention, treatment, and control of venereal diseases. The appropriation for assisting States in caring for infected civilian persons, in order to protect soldiers and sailors from venereal diseases, was spent in 1919 largely through the law enforcement division of the commissions on training camp activities. The commissions on training camp activities was greatly reduced in personnel, and the law enforcement division became, as a result, the field service of the Interdepartmental Social Hygiene Board. This field service accomplished a tremendously important piece of work. Among other things, the activities of the field service were evidenced in the care taken of over 30,000 delinquent women and girls. These had been detained because of their operations in the neighborhoods of the military centers. As their cases warranted, they were either sent to their homes, placed on parole, or committed to institutions for care and treatment.

The combined program of the Army, the Navy, the Public Health Service, the commissions on training camp activities, and the United States Interdepartmental Social Hygiene Board resulted in a remarkable reduction of venereal infection in the Army and in the Navy during the war. Just as we succeeded in reducing or eliminat-

ing typhoid or typhus fever and other serious diseases when we wisely applied scientific knowledge and when we spent money in sufficient amounts, so we succeeded in reducing enormously the occurrence of venereal infections, having used the available scientific knowledge and having spent money intelligently for that purpose. No army in the history of the world has enjoyed the freedom from these diseases which the American Army secured.

A number of interesting facts was brought up in connection with this whole program. In the first place, it seems to be true that in the civilian population, without any systematic control, venereal infections may be ten times as numerous as in the Army and Navy under the systematic and regular control that obtains there. It has been found that a soldier with venereal infection is usually able to do some kind of work after about 10 days in the hospital, and that it is very much better for the soldier that he be given work as soon as it is reasonably possible to do so. It may be said therefore that every case of venereal infection during the war period meant a loss of at least 10 days on the part of the man concerned. It must not be forgotten, however, that none of them was able to work at full normal capacity so soon, and that some men became incapacitated for life. It would be safe to state that the incapacity resulting from venereal disease persists usually for several weeks and sometimes for life.

Between September, 1917, and February 14, 1919, there were over 220,000 cases of venereal disease in the Army, and there were over 60,000 cases in the Navy. Our record then was somewhere in the neighborhood of 300,000 cases, causing the Army and Navy to lose a minimum of 3,000,000 days of service. If there had not been an efficient program of venereal-disease control, with its educational, informational, protective, and preventive elements operating in the camp and outside of the camp, we would have had five times as many cases of venereal diseases and we would have lost more than five times that amount of time and human service because of those diseases. The United States Government by spending several million dollars in this campaign and by using the expert service of some of the best-equipped men and women in America has saved a million or more young men from infections that would have incapacitated them all for at least 10 days and some of them for life— infections that would have injured not only them but many others with whom they would come in contact. This investment was of priceless value to the Government and to the men for whom it was made, and to the homes and families of those men. It gives us an example of what can be done by intensive organization for the control of this particular group of agencies that injure human health.

The fund for the encouragement of scientific research was distributed to institutions whose representatives come with medical problems concerned with the prevention and treatment of venereal

disease, which those institutions could not solve without financial help. Up to July 1, 1921, appropriations were made to 23 university laboratories located in 14 States for the purpose of investigating 43 important problems in the prevention and treatment of venereal diseases. Forty-four of the most capable and best-known students of scientific medicine in America were engaged in directing and carrying out these researches. With them are associated 115 younger promising scientific investigators.

The Interdepartmental Social Hygiene Board has taken the position that education for the prevention of, avoidance of, and protection from venereal diseases, and unwise and injurious sex life should not be developed through a special and dramatic emphasis of those subjects, but rather through their normal consideration in their proper and regular relation with the other important divisions and subdivisions of hygiene. Furthermore, the board takes the position that the greatest amount of permanent influence may be achieved if the regular classroom teacher is prepared in general hygiene as thoroughly as she is prepared in English or geography or mathematics. With these principles in mind, the board has proposed to assist each State in the United States that will accept this assistance, to establish in one of its normal schools, colleges, or universities a department of hygiene that will reach every student in that institution. Upon graduation the student and the prospective teacher will have had as a part of his or her preparation for life work a training secured in a required, expertly supervised curriculum, including courses and conferences in informational hygiene and courses and conferences in the applications of hygiene. Pursuant to agreement their courses and conferences emphasize with appropriate and due proportion and proper tact and persistency the serious importance of the venereal diseases, their causes, carriers, and prevention, and at the same time emphasis is given to the other important facts and applications of general, individual, group, and intergroup hygiene. The board is interested not only in a training for teachers, but also in a training for all college and university students. Up to June 30, 1921, the board made appropriations for the assistance of normal schools, colleges, and universities in the establishment of departments of hygiene in 40 educational institutions situated in 30 States. These 40 institutions in the academic year 1921-22 reached over 50,000 students.

#### PERIOD OF ORGANIZATION.

Pursuant to the provisions of the act of July 9, 1918, the board met on August 8, 1918, for the purpose of organizing. The members of the board at that time were:

William G. McAdoo, Secretary of the Treasury, represented by Judge J. H. Moyle, Assistant Secretary of the Treasury.

Newton D. Baker, Secretary of War.

Josephus Daniels, Secretary of the Navy.

Lieut. Col. W. F. Snow, Medical Corps, United States Army.

Lieut. Commander J. R. Phelps, Medical Corps, United States Navy.

Asst. Surg. Gen. C. C. Pierce, United States Public Health Service.

Secretary Daniels was elected chairman and Asst. Surg. Gen. Pierce was made temporary secretary. An executive committee was organized, the membership of which was composed of Lieut. Col. Snow, Lieut. Commander Phelps, and Asst. Surg. Gen. Pierce.

Acting on informal advice secured from the office of the Comptroller of the Treasury, the board appointed a disbursing agent on September 3, 1918, through regular civil-service channels. After a search for an available man competent to serve as an executive secretary, the board made appointment to the position October 12, 1918.

The board proceeded immediately to adopt measures for the accomplishment of the purposes that were defined in the hearings that preceded the passage of the act. These purposes the board had every reason to believe were the intent of the act resulting from the hearing. Communications were developed with competent State authorities and public-spirited citizens, for the assistance of the States in accordance with well-known plans of the framers of the act. It very soon became evident that the intent of the framers of the act was not carried in whole by the provisions of the statute and that the law establishing the Interdepartmental Social Hygiene Board contained certain inadvertencies of a very serious character. One by one the delaying influences of these inadvertencies became evident. As a result, the administrative organization and functional activities of the board fell naturally into three periods—a period of delayed organization pending an authoritative interpretation of the law, a period of incomplete administration because of insufficient financial resources, a period of final organization which will consume a large part of the second fiscal year in the life of the board.

#### PERIOD OF INTERPRETATION.

The period roughly extending from July to December, 1918, may be designated as the "period of delayed administrative organization or interpretation." The delay was due to loss of time, first, because of necessary processes in the office of the Comptroller of the Treasury leading up to decisions for the board, and, second, because of inevitable loss of time in connection with the formulation of an application for an emergency resource with which to maintain the board until congressional amendment could be secured to correct the situation that had developed.

The duties of the board, in certain cases, were not by any means clear in the law as passed or in conformity with the supposed intention. The original bill as proposed to the Senate committee and as printed in the record of the hearing of June 18, 1918, contained six sections. Subsequently section 5 of the proposed bill was divided into sections 5, 6, and 7. Unfortunately this subdivision was not accompanied by a revision of section 1, which carried two specific references to section 5 as it stood in the original bill, references relating to the duties of the board, namely: "(1) To recommend rules and regulations for the expenditure of moneys allotted to the States under section 5 of this chapter; (2) to select the institutions and organizations and fix the allotments to each institution under said section 5."

After the original section 5 to which these references were made had been subdivided into sections 5, 6, and 7, neither one of the two references was concerned with the new section 5. In the bill as it was changed and passed finally, both of the references in section 1 applied to the new section 6. It is obvious that difficulties became at once imminent and, as the law now reads, it would seem that the board has no function in relation to the rules and regulations governing the expenditure of moneys allotted to the States under the new section 6 and only a limited function in the relation to the selection of institutions and allotments under the new section 6.

The matter was brought to the attention of the Comptroller of the Treasury, who pointed out: "The terms of the appropriation under section 5 do not provide for allotments to States, institutions, and organizations. Such an appropriation is provided for by section 6 of this act, but the allotments to the States are to be in accordance with rules and regulations prescribed by the Secretary of the Treasury and those to organizations, institutions, etc., under the board. The duties of the board and the appropriations are thus not properly designated in connection with the statutory provisions."

Again, when the board took up the question of assisting the various States "in caring for civilian persons whose detention, isolation, quarantine, or commitment to institutions may be found necessary for the protection of the military and naval forces of the United States against venereal disease," the board was confronted with another unexpected term. The policy was adopted of aiding the States in conformity with this provision through assistance granted in the construction of reformatories. The Comptroller of the Treasury, however, gave a ruling holding that none of the money appropriated by the act for this purpose could be spent for the construction or repair of any institution. The board could not undertake to build or repair structures not on Government property. Another serious inadvertency was discovered in the wording of section 7, which car-

ried an appropriation of \$100,000 intended for use in the administrative organization of the board. Because of the wording of the clause, however, the board was informed that none of this \$100,000 could be used for the employment of personnel or for the organization of a central office.

This matter was taken up with the Comptroller of the Treasury, who pointed out that the law as it stood appropriated the sum of \$100,000 to be used "for any purpose for which any of the appropriations made by this chapter are available" and since "none of the appropriations are for the expenses of an organization of the board" none of the \$100,000 could be used for this purpose.

To meet the emergency application was made to the President for assistance from his national security and defense fund, in order that the board might have funds with which to administer its various activities. The application was granted by the President and a total of \$20,000 set aside from the national security and defense fund to meet the administrative expenses of the board, one appropriation being made November 8 and the second November 20.

During this period of delayed organization the administrative personnel of the board consisted of the executive secretary, a disbursing and accounting agent, and three stenographers. Two of the stenographers were furnished by an agency other than the board, and the others making up the personnel in the office of the board were without salaries until the emergency fund was made available.

#### PROPOSED AMENDMENTS AND THEIR FATE.

After discovering the various inadvertencies in the act creating it the board made every reasonable effort to secure corrective amendments through Congress. A general amendment to the act was drawn up, which, it was believed, would correct all of the difficulties, make the law and the purposes of its framers coincide, and permit the Interdepartmental Social Hygiene Board to carry on to the full the duties placed upon it by Congress. These amendments were approved by the Secretary of War, the Secretary of the Navy, and the Secretary of the Treasury and were presented to Congress over the signatures of these three Secretaries. The corrections proposed were approved by the various committees to which they were presented in the Sixty-fifth and also the Sixty-sixth Congress.

On January 16, 1919, the three Cabinet members signed and sent the following letter to the chairmen of the House and Senate Committees on Military Affairs:

WASHINGTON, D. C., January 16, 1919.

MY DEAR MR. CHAIRMAN: By direction of the Interdepartmental Social Hygiene Board, I am submitting to you herewith certain amendments to Chap-

ter XV of the Army appropriation bill of July 9, 1918. (See Chapter XV, Public 193, 65th Congress, An act making appropriations for the support of the Army for the fiscal year ending June 30, 1919.)

Interpretations of the language of this chapter made by the Comptroller of the Treasury on October 8, October 25, and November 26, 1918, have disclosed inadvertencies that establish unsuspected legislative limitations and make it impossible for the Interdepartmental Social Hygiene Board to meet certain of its obligations under the act, or to accomplish certain very important purposes for which this chapter was devised and for which its merits were argued before committee and for which it was approved by Congress.

These limitations and their proposed corrections may be concisely stated as follows:

#### I.

On September 24, 1918, the chairman of the board addressed the following question to the Comptroller of the Treasury:

"1. Whether salaries of employees, necessary rentals, printing, travel expenses, and miscellaneous expenditures necessary for the functions of the board in carrying out the purposes of the act are proper charges against appropriation of \$100,000 made by section 7, Chapter XV, Public 193, act of July 9, 1918?"

On October 8, 1918, the Comptroller of the Treasury in his reply stated that:

"None of the appropriations is for the expenses of an organization of the board." (See communication of October 8, 1918, p. 4, lines 1 and 2.)

Because of this decision the board finds unavailable for purposes of administration organization the particular resource that was clearly intended by the framers of the act to enable the board to meet its administrative obligations and responsibilities under this act. The board finds, too, that there is no appropriation under this act that is available for such purposes.

The changes in the wording of the act which the board believes will make this fund available for the purposes for which that fund was intended are stated in the inclosed proposal for amendment.

#### II.

On October 25, 1918, a communication from the Comptroller of the Treasury reads as follows:

"The duties of the board are prescribed by section 1 as—

"'(1) To recommend rules and regulations for the expenditure of moneys allotted to the States under section 5 of this chapter.

"'(2) To select the institutions and organizations and fix the allotments to each institution under said section 5."

The terms of the appropriation under section 5 do not provide for allotments to States, institutions, and organizations. Such an appropriation is provided for by section 6 of this act, but the allotments to the States are to be in accordance with rules and regulations prescribed by the Secretary of the Treasury and those to organizations, institutions, etc., under the board.

*"The duties of the board and the appropriations are thus not properly designated in connection with the statutory provisions."*

The recommendations of the board for the proper designation of its duties in connection with the statutory provision of the act are contained in the inclosed proposed amendment.

## III.

On November 2, 1918, the chairman of the board addressed the following questions to the Comptroller of the Treasury:

"3. For the purposes stated and as a measure for assisting the States as set forth, may the Interdepartmental Social Hygiene Board enter into contracts (a) for the construction of new buildings, (b) enlargement of existing buildings, (c) repair of existing buildings, as above authorized, accounting to the Treasury for all expenditures in connection therewith?

"4. As a measure for assisting the States as set forth, may contracts be entered into by the Interdepartmental Social Hygiene Board for the purposes of furnishing and installation of the necessary hospital equipment of existing buildings already authorized, or that may be authorized hereafter, according to the Treasury for expenditures in connection therewith?"

On November 26, 1918 the Comptroller of the Treasury replied to these questions as follows:

"Question 3 is answered negatively for the reason that there is no authority under an appropriation general in terms to construct buildings on land not owned by the United States, whereby the buildings would become the property of the owners of the land.

"Question 4 is answered negatively, it being understood that the hospital equipment is in the nature of improvements to buildings, etc., which would become the property of the owners of the buildings and cease to be the property of the United States."

As a result of the decision the board finds itself unable to use this particular appropriation for one of the most important purposes planned by the framers of the law, by the committee before which the hearing on the law was held, by the men in Congress who voted for the law, and by all the State and national agencies which were associated with the operation of the law during the four months preceding this decision of the Comptroller of the Treasury.

The proposal of the board whereby this appropriation may be made available for the construction of buildings or other equipment under wise safeguard as was intended by the framers of the law is stated in the inclosed proposed amendment.

## IV.

The attention of the board has been called to the fact, that five States have no legislative session this calendar year and can not therefore qualify for the appropriation carried by section 6 of Chapter XV, to which the following condition is attached:

"\* \* \* and such allotment to be so conditioned that for each dollar paid to any State the State shall specifically appropriate or otherwise set aside an equal amount for the prevention, control, and treatment of venereal diseases \* \* \*."

In order, therefore, to correct this discrimination, and at the same time to safeguard the plan for correction, the board recommends the changes covered by the inclosed proposed amendment.

## SUMMARY.

In brief these proposed amendments would accomplish the following: (1) They would release a fund already appropriated and render it available for the administrative expenses of the board and thus enable that board to meet its obligations and its responsibility under this law. (2) They would secure a proper designation of the duties of the board and clarify its responsibilities. (3) They would enable the board to expend money for the adoption of measures

for the assistance of the States in caring for venereal-disease carriers and they would enable the board to allot money to assist States in the building of reformatories, industrial farms, hospitals, and like structures and in the provision of maintenance, subsistence, and treatment for carriers of venereal disease who may thereby be brought under the influence of long-term commitments for cure, for preventive education, and for self-sustaining economic training. (4) They would remove a discrimination against those States that have no legislative session this calendar year.

Very truly yours,

JOSEPHUS DANIELS, *Secretary of the Navy.*

*Chairman of the Interdepartmental Social Hygiene Board.*

W.M. G. MCADOO, *Secretary of the Treasury.*

NEWTON D. BAKER, *Secretary of War.*

In January, 1919, the amendments were included in the Army appropriation bill, which "died" in the Senate March 4, 1919. In May, 1919, the amendments were introduced by way of the Appropriation Committee of the Senate, and were removed with a number of other proposed amendments by the conference committee on the sundry civil bill of the Senate and the House.

Fortunately, the sundry civil bill as finally enacted in July, 1919, authorized the board to use its resources of \$100,000 for administrative purposes. It will be seen, however, that this authority came virtually a year after the board was legally established. In the meantime the board was supported by a very inadequate financial administrative resource—a total of \$20,000—with which to administer four appropriations aggregating \$2,400,000, and covering a number of complicated administrative activities.

#### **PERIOD OF INCOMPLETE ADMINISTRATIVE ORGANIZATION.**

The period of incomplete administrative organization of the Interdepartmental Social Hygiene Board extended from the date of the receipt of financial assistance from the national security and defense fund, to the end of the fiscal year ending June 30, 1919. The request for \$20,000 from the emergency fund was originally intended to cover the administrative expenses of the board up to March 4, 1919, by which time it was confidently expected that Congress would have enacted corrective amendments making available to the board the appropriation originally intended for administrative purposes. When these amendments were not acted upon by Congress the board adopted the only policy open to it for the remainder of the fiscal year, namely, the restriction of its activities to limitations imposed by the amount of administrative financial resource at its disposal.

During this period an administrative organization was developed by the board for the purpose of—

1. Maintaining a satisfactory record of disbursements and accounts in connection with each of the five funds for which the board was responsible in whole or in part.

2. Assisting States in the "care of civilian persons whose detention, isolation, quarantine, or commitment to institutions may be found necessary for the protection of the military and naval forces of the United States against venereal diseases."

3. Selecting by correspondence and expert investigation and making appropriations to "such universities, colleges, or other suitable institutions as in the judgment of the board are qualified for scientific research for the purpose of discovering, in accordance with the rules and regulations prescribed by the Interdepartmental Social Hygiene Board, more effective medical measures in the treatment and prevention of venereal diseases."

4. Selecting by correspondence and making appropriations to "such colleges, universities, and other suitable institutions or organizations as in the judgment of the Interdepartmental Social Hygiene Board are qualified for scientific research for the purpose of discovering and developing, in accordance with the rules and regulations prescribed by the Interdepartmental Social Hygiene Board, more effective educational measures in the prevention of venereal diseases and for the purpose of sociological and psychological research related thereto."

5. Making the most effective use of the limited resource secured from the national security and defense fund for the maintenance of the board during this period of administrative financial difficulty.

On April 1, 1919, the War Department assigned to the board the major part of its administrative personnel, which had prior to that date been attached to the commission on training camp activities, and known as its law-enforcement division. It was at this time that the commission on training camp activities was very largely demobilized. The field service for some months prior to this time had been performed by employees of the board, so that it was wholly logical to transfer the administrative personnel of the law-enforcement division to the Interdepartmental Social Hygiene Board at this time.

Under these conditions the organization of the board during this period was partly made up of personnel receiving compensation from the board and partly of a personnel assigned to the board from the War Department.

This central administrative organization was as follows:

Executive secretary, Dr. T. A. Storey.

Assistant director of the medical research fund, Dr. R. W. Hoffman.

Supervising assistant in charge of men in the field service, C. E. Miner.

Supervising assistant in charge of women in the field service, Miss Henrietta Additon.

Specialist in reformatories, Mrs. Martha P. Falconer.

Assistant specialist in reformatories, Dr. Mary B. Harris.  
Disbursing agent, R. H. Lovett.  
Clerks and stenographers.

#### ACTIVITIES.

##### CIVILIAN QUARANTINE AND ISOLATION FUND.

Under the provisions of the act creating the Interdepartmental Social Hygiene Board, the Secretary of War and the Secretary of the Navy are authorized and directed to adopt measures to assist the various States "in caring for civilian persons whose detention, isolation, quarantine, or commitment to institutions may be found necessary for the protection of military and naval forces of the United States against venereal diseases." The statute set aside \$1,000,000 for the purpose of carrying out this provision which the board called "the civilian quarantine and isolation fund."

##### PROGRAM FOR ASSISTANCE OF STATES IN BUILDING REFORMATORIES.

The Secretary of War and the Secretary of the Navy adopted the program proposed before the subcommittee of the Senate Committee on Military Affairs at the hearing June 18, 1918, and authorized the Interdepartmental Social Hygiene Board, of which the Secretaries are active members, to administer this fund in harmony with that program.

In conformity with this program an agent of the commission on training camp activities was sent out into the States for the purpose of assisting the officials and public-spirited citizens to secure financial resources with which to build detention houses and reformatories for women over the age of 18 years and for girls 18 years old and under, and in certain States for colored women and girls.

The work of establishing throughout the country reformatories for women and girls, detention houses and detention hospitals, and reorganizing those which already existed to meet the sudden strain put upon them by war conditions, had been begun under the War Department in April, 1918. It developed out of the efforts made to effect a law-enforcement program suppressing vice and liquor about the military training camps. Its work was preceded and to some extent defined by the popularization of the detention-house idea—the value of a clearing house where all women and girls (except hardened cases) who are arrested may be held while awaiting trial, to be studied and treated medically. The committee on protective work for girls, the first Federal organization to engage in work for girls in the war situation, saw the great need of the detention houses in the camp towns and succeeded in popularizing the idea.

Then, in February, 1918, in the enforcement of section 13 of the act of Congress "to authorize the President to increase temporarily the Military Establishment of the United States," which provided for a penalty of \$1,000 fine or one year's imprisonment for conviction in Federal court of prostituting within the 5-mile zone established about military camps, 19 girls were sentenced from South Carolina to the National Training School for Girls in the District of Columbia, because the State of South Carolina had no provisions for their care. With this action the Federal Government experienced the need of additional facilities for the custody and rehabilitation of girls and women found to be a menace to the health and morals of the men in training. The 19 girls from South Carolina arrived in Washington to find the national training school filled to capacity. These girls were finally placed in the excellent care of the Massachusetts Reformatory for Women, at Framingham, Mass.

The difficulty of their disposal, however, centered the attention of those in authority in the War Department on the lack of institutional facilities for the handling of the camp-girl problem. As a result, late in February, President Wilson set aside from his national security and defense fund the amount of \$250,000 for the establishment of additional facilities for the custody and rehabilitation of girls and women who proved to be a menace to the health and morals of the men in training. The expenditure of this money became the work of the section on reformatories and detention houses of the commission on training camp activities. The reorganization of certain already existing institutional facilities was early included in the scope of the section's work.

The director, Mrs. Martha P. Falconer, began her work April 8, 1918. The section was organized as a branch of the law enforcement division of the Commission on Training Camp Activities and was coordinated with the section on women and girls and the section on vice and liquor control.

Various plans were, of course, offered for the work. One was to build four human reclamation institutions in the eastern, southern, western, and northern part of the United States, to which all prostitutes convicted in the Federal courts could be sent for the period of the war. At first consideration that plan seems to deal with the whole proposition in a summarily satisfactory way. But practical difficulties of execution were paramount; how was commitment to be secured, and how did such procedure develop our program for the immediate care of delinquent women and girls, the opportunity for which development seemed so great in the Federal undertaking?

Most important for the elimination of prostitution seemed to be the further development of suitable places for long-term commitment for women and girls. Those who have plied this trade for

months and years can not, without general rehabilitation and training, become economically valuable in legitimate work as the result of an edict or a short-term sentence to idleness.

On the other hand, not all women convicted of prostitution need a long-term sentence, and the representatives of the other two sections of the law-enforcement division were appealing for suitable places in which to hold the women, to be studied and treated medically while awaiting trial and for hospitalization facilities where the women could be medically treated. There was the difficulty also that the establishment of a place of long-term commitment would be in some States impracticable, as there was no law providing for the holding of women on a long-term sentence.

Consideration of all these conflicting claims for immediate action made it apparent that for many reasons the section could not hope to develop an identical model program for each camp community. Such in general would probably have included a detention or clearing house, isolation hospital facilities, and a State industrial farm as a place of long-term commitment with facilities for separating young girls from older offenders. Funds were insufficient for this, and many communities could not support the undertaking. It was apparent that the needs of each camp city would have to be considered separately, though in the reorganization and development of all the institutional facilities there were, of course, general principles to be laid down. There were the management of all institutions for women by women, the location of all places of long-term commitment in the country, the provision of adequate medical facilities for the treatment of venereal disease, and the supervision of all institutions Federally aided by a local board of managers composed of both men and women.

The agents sent out to the States in accordance with the plan of the Interdepartmental Social Hygiene Board in administering its civilian quarantine and isolation fund reported that there were on November 1, 1918, only 34 States with reformatories for girls and only 8 States with reformatories for women. There were 14 States with 1 reformatory for either girls or women, and only 1 of the Southern States that had a reformatory for colored girls. No Southern State had a reformatory for colored women over 18. Obviously there was a big field and the board immediately adopted the policy, as already indicated, of meeting the problem by aiding the States in the construction of reformatories. It was definitely decided by the board to extend the Federal aid in this way and not in any case to make appropriations which would be used in maintaining inmates of the institutions assisted.

On November 26, 1918, however, came the decision from the Comptroller of the Treasury informing the board that it had no authority

to make appropriations for the construction, enlargement, or repair of buildings that are not Government property. As a result of this decision, the plans of the board for assisting States to build detention houses and reformatories had to be given up immediately and it was impossible for the Government to fulfill certain promises given in good faith of money from the appropriation voted in the Chamberlain-Kahn Act.

At that time application had come in from 9 States requesting in total an appropriation of \$257,000, to balance which a considerably greater amount had been contributed in total by these States. The contributions by these several States involved appropriations from the Government as follows, each State having raised an amount equivalent to or greater than the amount requested from the Government:

Alabama	\$25,000
Arkansas	50,000
Florida	5,000
Kentucky	30,000
Michigan	28,000
North Carolina	25,000
Pennsylvania	50,000
South Carolina	10,000
Virginia	34,000

**PROGRAM FOR ASSISTANCE OF STATES IN MAINTAINING VENEREAL-DISEASE PATIENTS.**

Acting on the decision of the Comptroller of the Treasury, the Secretary of War and the Secretary of the Navy authorized the Interdepartmental Social Hygiene Board to organize plans in December, 1918, for the assistance of States in the maintenance, subsistence, and treatment of civilian persons with venereal diseases, who were a menace to the safety of the armed forces of the United States. The settled policy previously adopted of not giving assistance for such purposes was necessarily abandoned, as it now appeared that this measure was one of the few which would comply with the wording of the law.

## PART II.

By MARY MACEY DIETZLER.

### ANALYTICAL COMPARISONS.

#### SPECIFIC RESULTS.

Between April, 1918, and June 30, 1920, Federal appropriations in the sum of \$427,089.76 were granted 43 institutions for the care and treatment of women and girls, who, as actual and potential carriers of venereal diseases were a menace to the health of the Military Establishment of the United States. These institutions were of two general sorts, reformatories and detention houses, numbering 11 and 32, respectively. Four of the former class were aided in their establishment; five were granted funds toward their enlargement, and three were given maintenance for periods of various lengths.

Twenty-three detention houses were assisted to start, and nine that were already functioning were granted subsistence. The purpose of this form of Federal aid was to round out a general program for the protection of soldiers and sailors against venereal diseases by contributing toward the development of isolation and quarantine facilities for infected women and girls. In every case the governmental grants were balanced or exceeded by the localities assisted. Was the investment effective and to what extent?

Roughly it may be said at the outset that all except two of the institutions assisted served the purpose to capacity more or less well from the date of opening, through the period of demobilization. The exceptions are a detention house destroyed by fire in May, 1919, and a small sanitarium assisted in maintenance for a period of two months in 1919, as a special consideration.

In a large majority of these institutions the medical work and the clinic, hospital, and isolation facilities will be shown to have been good, often excellent. The social rehabilitative program for the women and girls cared for was hampered by the difficulty in securing trained personnel, by the absence in certain communities of helpful social agencies, and by the short time permitted during quarantine for the development of plans for better modes of living after discharge.

From the point of view of permanency, the war emergency having terminated, it is to be reported that three of the four reformatories assisted in their establishment are still going on, two being State owned and secure. A third, also State owned, after one year of service to capacity, was closed. An incoming board, influenced by a point of view at variance with the ideals upheld by the Government on the question of venereal-disease control and the most promising conditions under which diseased and delinquent young girls can be cared for during their minority, subverted the governmental design. The fourth, a reformatory or training school for colored girls, inadequately supported and lacking the interest and cooperation of the white population, is leading a "hand-to-mouth" existence, but holding on.

Of the 23 detention houses aided to start, 11 are open, 8 being secure in the support of public funds. The lives of 3 others, 2 good institutions very heavily dependent on joint State and Federal funds and 1 so apathetically carried on by a politically minded local health board and unsympathetic city government as to be better dead, are in jeopardy.

Accounting briefly for the 14 detention houses that are closed, usefulness as a war emergency measure practically terminated in 4 of these when the military training camps in the vicinity of small, relatively clean towns were removed. In one of these towns two detention houses were established, only the one having limited facilities for the treatment of venereal disease was closed; in another a caretaker is in charge of the plant and agitation is on foot to reopen for State-wide service; in the two remaining small-camp towns of this group the detention houses started with governmental assistance, too large for peace-time needs, will probably not be reopened. Venereal-disease clinics in both these towns, one with a good follow-up system, are covering the ground fairly well. Five institutions were destroyed by fire; two of these have been replaced and plans for the restoration of the others are under discussion. One hospital ward classed as a detention house has been absorbed or taken over by a newly organized and larger institution, in some respects to its advantage. The small sanitarium, already mentioned, closed when Federal subsidy was withdrawn. Lack of interest on the part of the county health officer where support was available resulted in the closure of one detention house, at no time effective; a venereal-disease ward in a quarantine hospital now in course of construction will take its place. The combined lack of support and interest caused the closure of two institutions; in one of the cities in which these were located there has come into existence a detention house under the juvenile court, with clinical and isolation facilities for the treatment of venereal diseases, and an agreement with the local health depart-

ment to admit girls of reformable type even though they may have passed their minority. In the other city the recent passage of a State repressive vice law, absence of which was the chief stumbling block, has heartened the health departments, State and local, and efforts will be made to reopen the detention house with equipment that is only stored. In effect, then, the 32 communities that were assisted in their detention-house programs, barring the two camp towns in which the need has practically disappeared, either still have or probably will soon again have detention houses.

The fact that in 97 per cent of the 31 localities receiving grants the Government program has the active support of State boards of health in 87 per cent of local health boards, in 90 per cent of police departments (the localities not included in these percentages can only be rated fairly cooperative), and in practically all the interest and assistance of social agencies and individuals points clearly to favorable sentiment.

As already stated, the total sum of the Federal appropriations was \$427,089.76. These grants were drawn from two quite separate funds, i. e., \$250,000, expressly set aside by President Wilson from his national security and defense fund (to be designated in this report as the "President's fund"), and \$177,089.76, money from the appropriation voted in the Chamberlain-Kahn Act to the Inter-departmental Social Hygiene Board (to be called the "Board's fund").

The President's fund, disbursed in grants ranging in amounts from \$600 to \$40,000, aided in establishing 4 reformatories and 14 detention houses, of which 3 reformatories and 7 detention houses, or 55.5 per cent of the total number in this group, are open on a permanent basis. The reasons for closing the others are:

Abandoned (received money from both funds) -----	1
Destroyed by fire -----	3
Camp closed -----	4
Total -----	8

(One of the "camp closed" group had two detention houses; one remains. Another of the same group will probably be reopened. One of the burned detention houses has been, and the others probably will be, replaced.)

Additional permanent features resulting from the expenditure of this fund are the increased capacity and hospital facilities of three reformatories that were already functioning, all of which it is interesting to note, have State appropriations for still further enlargements this year (1921).

It appears from the figures in the following table that the sum of \$164,015.87, or 65.6 per cent of this investment was granted institutions that are open and secure.

	Reformatories State or pri- vately owned.		Detention houses city or county owned.		Detention houses rented by the city.		Total.		Per cent.
	Open (7).	Closed (1).	Open (8).	Closed (6).	Open (9).	Closed (0).	Open (15).	Closed (7).	
Building and equipment.....	\$54,466.67	\$34,334.73	\$15,000.00	\$39,649.40			\$143,450.80		.....
Additions, repairs, and equipment.....	66,449.20						66,449.20		.....
Equipment.....			15,000.00	4,500.00	\$13,100.00	\$7,500.00	40,100.00		.....
Total open.....	120,915.87		30,000.00		13,100.00		164,015.87	63.6	
Total closed.....		34,334.73		44,149.40		7,500.00	85,984.13	34.3	
Total.....	120,915.87	34,334.73	30,000.00	44,149.40	13,100.00	7,500.00	250,000.00		.....

Despite the fact that the distribution of this fund was exceedingly uneven, the Kentucky State School for Girls and the city farm at Newport News, Va., receiving respectively the second and third largest grants, or 29.5 per cent of the whole investment, the percentage no longer in use is approximately one-third the investment just as the number of institutions closed is practically one-third the total number receiving grants. Since neither fire nor breakdown of plan in the hands of agents out of sympathy with the Government program can be accounted strictly as failures, the statement may be confidently made that the expenditure of the President's fund was a profitable investment of governmental money.

Appropriations for maintenance from the board's fund ranged from \$100 to \$15,831.19. Six of the 7 reformatories and 12 of the 20 detention houses assisted, a total of 18 institutions, are open. The reasons for closing the others are:

Abandoned (received help from both funds).....	1
Lack of interest.....	1
Lack of support.....	1
Lack of both.....	2
Destroyed by fire.....	3
Absorbed.....	1
Total.....	9

The table following presents the statement that \$158,770.68, or 89.6 per cent of the money granted from the board's fund, was given institutions that are open. Of the six that were enabled to start with this form of governmental assistance, three are open. The others closed for lack of support.

	Reformatories. State and pri- vately owned.		Detention houses, city, county, or pri- vately owned.		Detention houses rented by the city.		Total.	Per- centage.
	Open. (6).	Closed. (1).	Open. (9).	Closed. (5).	Open. (3).	Closed. (3).		
Mainte- nance (Open- ness)	\$81,771.64	\$276.17	\$67,812.35	\$8,892.84	\$9,186.60	\$9,150.07	\$158,770.68	89.6
Total.....							18,319.08	10.4
							177,089.76	.....

From figures secured from the vouchers returned by the 27 institutions assisted by the board's fund it is learned that during the period from December, 1918, to June 30, 1920, 96,842 days of maintenance, treatment and subsistence were paid for on the average per capita per diem cost of \$1.11. The same figures show that a monthly average of 2,186 sources of danger to the armed forces of the United States were removed from the communities. It is impossible to make a similar statement for the time prior to December, 1918, and since June 30, 1920, for the reason that records such as were required by the board are not in existence for these periods, but since 14 is the sum of months preceding and following the period during which the plan of granting maintenance was effective it is reasonable to suppose that the figures actually of record could be increased proportionately on the basis of this general monthly average.

The costs of maintaining girls in detention houses and hospitals are shown in the following table. The total is made up of 716 girls in reformations holding their cases for the period of minority, and 14,804 women and girls in detention hospitals. (The Kansas State Industrial Farm for Women is not included in this instance, the average length of time inmates are held there in quarantine only being 14 weeks.) The financial cost to the National Government was only 15.1 per cent of the total. Local communities, under the stimulation of Government leadership and financial aid, met the needs of the emergency by assuming 84.9 per cent of the financial burden.

The number held for treatment is the basis of the computation. Overhead expenses are omitted.

	Reforma- tories.	Deten- tion houses.	Total.
Total number admitted.....	1,334	15,609	16,943
Number infected with venereal disease receiving treatment.....	716	14,804	15,520
Percentage remaining under treatment until dismissed by physi- cian in charge.....	93	87	90
Average number of days held.....	365	70	140
Average per capita per diem cost of maintenance.....	\$0.839	\$1.085	\$0.962
Total cost of maintenance.....	\$203,915.76	\$966,610.60	\$1,170,526.36
Total Interdepartmental Social Hygiene Board appropriation for maintenance.....	\$82,047.81	\$85,041.95	\$177,089.76
Percentage of total cost paid by Interdepartmental Social Hy- giene Board.....	40	10	15

Despite this gratifying disclosure, one very obvious achievement is that six of the institutions would have been unable to start without the board's assistance and that 10 would have fallen by the wayside but for the availability of maintenance in their respective, particular crises.

Assistance from both funds was granted six institutions. Considered in order of the amounts of the combined grants, they were:

(1) The industrial school for colored girls, "Fairwold," Columbia, S. C., toward whose establishment the State Federation of Colored Women's Clubs matched the grant of \$3,333.34 from the President's fund, was given maintenance in \$926.19 for a period of two months to help it on its feet. It is still struggling. Total given-----	\$4. 259. 53
(2) The detention house and hospital, rented and operated by the city of Jacksonville, Fla., receiving \$6,000 for equipment and hospitalization facilities from the President's fund, was assisted by the board's fund in \$2,432.10 for a period of four months following the expiration of the year for which the city had agreed to maintain it. The institution is still open, supported by the city. Total given-----	8. 432. 10
(3) The detention house and hospital, the "Anna Finstrom Home," Columbia, S. C., receiving \$5,000 for equipment and hospitalization facilities from the President's fund on an agreement with the city to maintain and operate it for a year, at the urgent request of the State board of health was granted maintenance from the board's fund in \$3,739.50, for a period of eight months. This institution was recently removed, with its equipment, to the city jail. Total given-----	8. 739. 50
(4) The Kansas State Industrial Farm for Women, having extended its function to admit, care for and treat women and girls infected with venereal disease under the supervision of the State board of health, as a war emergency measure, was granted \$9,750 from the President's fund toward the erection of a hospital, and \$11,631.23 from the board's fund for maintenance for a period of 10 weeks, until an increased State appropriation would be available for that purpose. The hospital, after some unavoidable delay, is now open and the institution is doing admirable work. A State appropriation of \$65,000 for increased facilities, legislature of 1921, and unabated interest on the part of the State board of health give promise of permanency. Total given-----	21. 381. 23
(5) The Kentucky State School for Girls, "Pine Bluff School," assisted in its establishment from the President's fund in \$34,334.73, was granted maintenance from the board's fund in \$276.17, for the period of seven days pending the availability of a State appropriation for that purpose. This school was abandoned by a new board after one year of service to capacity. Among the alleged reasons for its closure emphasis is placed on the ineradicable stigma placed on the institution by the introduction of venereal-disease work as of primal importance. Total given-----	34. 610. 90

(6) The North Carolina Home and Industrial School for Girls and Women, "Samarcand Manor," already created by act of State legislature, was purchased and started as a war emergency measure on the strength of a grant of \$11,133.33 from the President's fund for the remodeling and equipment of a cottage for use as a hospital. Later, after it had been found that the policy of the school was to strain every point in the service of the Government, admitting girls infected with venereal disease by preference, in consideration of the inadequacy of the original State appropriation for maintenance and operation, the board granted maintenance for the period of 18 months to the amount of \$58,416.07. In point of persistent medical treatment, intelligent character-building and the progressive and philanthropic elements predominating in the work and management. Samarcand Manor is outstanding in the whole group of institutions aided. Total given----- \$69, 549. 40

Finally, from May, 1918, when the first institution assisted by the Government opened, to January 1, 1921, to which date figures for this study were gathered, 15,520 diseased women and girls had been held on an average of 9.8, or practically 10 weeks (in 10 of the reformatories for a year at least), for care and treatment, 89.6 per cent remaining until dismissed by the physician in charge as being noninfectious. From figures secured in 36 institutions, 9,181 of these patients gave a history of sexual relations with soldiers or sailors, or both. Omitting the convalescent home for children in California, seven of the remaining detention houses from which information on this point was not available reckoned the rate high. Since 2 of these were in camp towns, 3 in large cities having military camps and naval stations near-by whose complement of men was far in excess of normal times, and 2 others in cities through which troops were constantly passing, it may be assumed, conservatively, on the basis of the general average in 36 institutions—i. e., 255 persons—that the total number in this group was 10,710. Taking the lower figure of George J. Kneeland's assumption on the basis of data secured in his vice investigation in New York City and actually on file, "that inmates of resorts and women on the street trade with between 10 and 15 men per day," and using the round numbers of 90 per cent for the women and girls held until dismissed, and 10 weeks for the average length of time they were held, soldiers and sailors were spared exposure to infection 96,390 times per day, or 6,747,300 times during the entire period of detention. One hesitates to calculate on this basis, however, as at least 25 per cent of the total number detained were of the first-offender or casual type of sex delinquent. Since these were actual carriers of venereal disease, and often potential prostitutes saved from swelling the number made up of the 10-to-15-a-day kind, this estimate may be, after all, rather fair.

Conjecture in terms of labor and wages men might have lost, of blameless wives who might have become infected, and of stillbirths

and premature births that might have occurred but for the detention of 15,520 diseased women and girls would be appallingly high, and the facts, if obtainable, would add greatly to the weight of things achieved by the governmental investment under discussion. It is a fact that in 24 institutions assisted by the Government 386 babies were born of infected mothers. In 19 detention houses, representing 6,749, or about one-half of the total number of diseased women and girls held for treatment in detention houses, figures on this point were not available, but there were probably enough births to double this number. That good hospital and preventive care was provided for these infants who, lacking it, might have become blind, would seem of sufficient importance for mention, though this was not one of the basal ideas in the detention-house program.

What the expenditure of \$427,089.76 of Federal money accomplished in actual reduction of exposure of soldiers and sailors by quarantining diseased women and girls during the war and demobilization period and in fairly normal times since up to January 1, 1921, can be measured, but the investment of influence in communities to which the idea was sold by the Government, communities determined to make this feature of venereal-disease control permanent, is inestimable. The reviewer has in mind certain physicians who have projected themselves into their work, clinicians who are serving without pay, superintendents whose absorbing, human interest is a consecration, and women's organizations that are fighting in fine spirit for better support, increased facilities, and more favorable locations.

#### HISTORY OF ORGANIZATION.

Promptly following the declaration of war, April 6, 1917, the American Social Hygiene Association, organized three years earlier and ready to begin work immediately, entered the field as a part of the national program to conserve man power. Its chief executive, Dr. William F. Snow, later Colonel Snow, became director of the social hygiene program of the Council of National Defense. The activities of a section on men's work, begun in August, 1917, under the direction of the council, were transferred early in 1918 to the War Department Commission on Training Camp Activities, becoming part of the social hygiene division of that commission. Under the supervision of Colonel Snow the work developed rapidly into five sections: The Army section, the Navy section, the section on men's work, the section on women's work, and the motion-picture section.

The enforcement of certain laws, one being section 13 of the act of Congress "to authorize the President to increase temporarily the Military Establishment of the United States," which provided for a

penalty of \$1,000 fine or one year's imprisonment for conviction in Federal court of prostituting within the 5-mile zone established about military camps, brought sharply to light the lack of institutional facilities in handling the camp-girl problem and focused the attention of those in authority in the War Department, with the result that President Wilson, late in February, 1918, set aside the sum of \$250,000 from his national security and defense fund for the establishment of additional facilities for the custody and rehabilitation of girls and women who proved to be a menace to the health and morals of the men in training. Field agents of the section on women's work had succeeded in popularizing the value of detention or clearing houses for the classification of offenders and provision of physical examination and care to the gratifying extent that 15 houses of detention had been opened with funds raised locally, without governmental assistance. But for lack of such facilities in South Carolina 19 girls in February, 1918, were sentenced in Federal court in that State to the National Training School for Girls in the District of Columbia. On arrival in Washington this institution was found to be filled to capacity. Search by wire for other detention quarters became necessary, culminating only when the girls were finally placed in the excellent care of the Massachusetts Reformatory for Women at Framingham, Mass. This incident serves as an illustration of the difficulties under which the women's section had been laboring up to this point.

To the Commission on Training Camp Activities was assigned the expenditure of the President's fund and a section of reformatories and detention houses came into existence in April for this express purpose. From the beginning of the section on women's work and through development to its present status of field work for the Protective Social Measures Division of the Interdepartmental Social Hygiene Board this form of social service for delinquent women and girls has played an important part in the detention-house program.

Mrs. Martha P. Falconer, superintendent of the Pennsylvania State Industrial School for Girls, known as Sleighton Farm, was appointed director of the section on reformatories and detention houses and began her work April 8, 1918. Applications for a share of the appropriation were already on file in Washington and "hurry" was the slogan. Looking toward the establishment of a workable plan quickly, the remodeling of old buildings was advocated rather than the erection of new. It was desirable to expend the money so that in meeting the emergency such institutions would be launched as could be floated by the State and localities as a permanent feature in the care of delinquent women and girls, and in order that communities might feel their responsibility from the

start it was decided that grants would be made on the basis of dollar for dollar. That colored and white women and girls would be given equal consideration wherever this might be possible was also agreed. Realizing that institutions for long-term commitment, on indeterminate sentence, with a parole system, offer the best opportunity for the social rehabilitation and hygienic care of prostitutes and wayward girls the section planned to share in general State activities for providing long-term commitment to suitable institutions for treatment and training as well as to work with local authorities in establishing detention houses and in securing hospital facilities.

Since all prostitutes and wayward girls are not of one class, no standard type of institution could be advocated for each camp community. A model program would have included, undoubtedly, a detention or clearing house, a quarantine hospital, and a State industrial farm for long-term commitment with separate facilities for new and old offenders, white and colored. Lacking sufficient funds for this and finding that few localities were ready to support so elaborate a plan, it became obvious that each camp city would have to be treated according to its particular needs, filling in where certain facilities were already in existence and covering as many phases of the social aspect of the work as possible where none were active in the community. Certain general principles laid down were that women should manage all institutions for women, that places of long-term commitment would be located in the country, that adequate medical facilities for the treatment of venereal diseases would be provided, and that a local board of managers composed of both men and women would supervise all institutions aided by the Federal Government. A general administrative plan with provision for education, vocational training, recreation, and religious observances was advocated, and as far as possible, avoidance of the penal aspect of institutional life.

By the time the Interdepartmental Social Hygiene Board came into existence, July 9, 1918, the President's fund had been expended in actual grants or pledges. It was given to the following institutions and in the following amounts:

Reformatories:

" Pine Bluff School " (Kentucky State), for girls, Louisville, Ky.	\$34, 834. 78
Kansas State Industrial Farm for Women, Lansing, Kans.	9, 750. 00
State home and industrial school for girls and women, Samaria, N. C.	11, 133. 35
State industrial school, Darling, Pa.	1, 597. 20
State school for girls, Columbia, S. C.	40, 000. 00
" Fairwold " industrial school for colored girls, Columbia, S. C.	3, 833. 34

## Reformatories—Continued.

State industrial school for girls, Bon Air, Va.	30,000.00
State industrial school for colored girls, Peaks Turnout, Va.	25,102.00
 Total for reformatories	 155,250.60
 Detention houses, hospitals, hospital wards:	 
Detention house and hospital, Anniston, Ala.	2,500.00
Detention house, Montgomery, Ala.	2,500.00
Detention house and hospital, Montgomery, Ala.	2,500.00
Detention house and hospital, Jacksonville, Fla.	6,000.00
Detention house and hospital, Macon, Ga.	2,500.00
Detention house, Augusta, Ga.	4,500.00
Detention house and hospital, Hattiesburg, Miss.	3,000.00
Anna Finstrom Home and Hospital, Columbia, S. C.	5,000.00
Detention house and hospital, "city farm," Houston, Tex.	1,500.00
Detention house, Houston, Tex.	600.00
Detention house and hospital, San Antonio, Tex.	15,000.00
Detention hospital, El Paso, Tex.	3,000.00
Detention house, Newport News, Va.	6,500.00
Detention house and hospital, "city farm"	39,649.40
 Total detention houses	 94,749.40
Total reformatories	\$155,250.60
Total detention houses, etc.	94,749.40
 Total	 250,000.00

Although 22 institutions in 11 States had been aided the ground was by no means covered. Field agents reported that there were on November 1, 1918, only 34 States with reformatories for girls and only 8 States with reformatories for women. There were 14 States with 1 reformatory for either girls or women and only 1 of the Southern States had a reformatory for colored girls. No Southern State had a reformatory for colored women over 18. In view of this situation the board was moved to meet the manifest problem by aiding States in the construction of reformatories with money from the appropriation voted in the Chamberlain-Kahn Act.<sup>1</sup> A part of chapter 15 of this "Act making appropriations for the support of the Army for the fiscal year ending June 30, 1919," reads as follows:

United States Interdepartmental Social Hygiene Board: That there is hereby created a board to be known as the United States Interdepartmental Social Hygiene Board, to consist of the Secretary of War, the Secretary of the Navy, and the Secretary of the Treasury as ex officio members, and of the Surgeon General of the Army, the Surgeon General of the Public Health Service, or of representatives designated by the Secretary of War, the Secretary of the Navy, and the Secretary of the Treasury, respectively.

On November 26, 1918, however, the Comptroller of the Treasury informed the board of an opinion that it had no authority to make

<sup>1</sup>See Appendix for this legislation.

appropriations for the construction, enlargement, or repair of buildings not Government owned. As a result it was impossible for the Government to fulfill certain promises of assistance given in good faith, although money had been raised locally in excess of the prospective grants.

In December, 1918, under duress of this opinion, the board was forced to abandon its plan to assist States in the construction and equipment of reformatories and detention houses, and plans were organized for the assistance of States in the maintenance, subsistence, and treatment of civilian persons with venereal disease who were a menace to the safety of the armed forces of the United States. The passage and enforcement of State health laws providing for the isolation of diseased persons during the period of infection was making more and more evident not only the lack of hospital facilities but the difficulty in providing maintenance for the persons held in quarantine. In favor of a measure that would comply with the wording of the law the policy of aiding in the construction or remodeling of institutions was, as already stated, abandoned. The fund made available for maintenance was called by the board "the civilian quarantine and isolation fund."

Between December, 1918, and July 1, 1919, the board, acting for the Secretary of War and the Secretary of the Navy, gave assistance to 20 institutions for the maintenance of patients infected with venereal disease to the amount of \$69,957.80, the director of the section on reformatories and detention houses continuing to make investigations and recommendations until July, 1919, when she resigned her position.

In pursuance of this policy the Secretary of War and the Secretary of the Navy authorized the board to give further assistance to the States for the same purpose, and in July, 1919, the board adopted the following regulations relative to the type of assistance:

GENERAL REGULATIONS GOVERNING APPROPRIATIONS FROM THE UNITED STATES INTER-  
DEPARTMENTAL SOCIAL HYGIENE BOARD FOR ASSISTANCE OF INSTITUTIONS IN THE  
MAINTENANCE OF VENEREALLY INFECTED PATIENTS.

The Interdepartmental Social Hygiene Board at a meeting held on July 22 decided "that in general no further appropriations will be made for the assistance of institutions in the maintenance of venereally infected patients under the provisions of sections 2 and 5 of the Chamberlain-Kahn bill unless satisfactory assurance is secured (a) that the institution concerned is a permanent establishment; (b) that it cares for persons infected with venereal disease who, if free, would be a menace to soldiers and sailors; (c) that a temporary emergency exists making financial help from the board an imperative necessity; (d) that the board of health of the State in which the institution making application is located urgently recommends that the board give the temporary financial assistance requested; (e) that the allowance for per capita cost per diem for maintenance will not exceed the actual cost (maximum \$1.50) of such maintenance, and that maintenance will not include rent, insurance, overhead, or other items

of maintenance that do not vary with the number of patients cared for each day by the institution, and (f) that the institution concerned provides a wise policy of medical treatment, hygienic instruction, vocational education, recreation, and social rehabilitation for its inmates."

It was required that applicants for aid fill out and file with the board the following application form:

[The United States Interdepartmental Social Hygiene Board.]

REQUEST FOR MAINTENANCE.

N. B. - The following questions should be fully answered in the space below, or, if more space is required, an additional sheet may be used, but should be securely fastened to this form.

The answers should be carefully numbered to correspond with the numbers of the question.

This form should be completed with great care, and every question should be fully and specifically answered.

Question 1. (a) Name of institution. (b) Date of application.

Question 2. Location (city, county, and State).

Question 3. Is the institution a permanent establishment?

Question 4. Purpose for which established?

Question 5. How financed?

Question 6. Give brief description of institution (number of buildings, acres under cultivation, etc.).

Question 7. (a) Sex admitted. (b) Age admitted. (c) Color admitted.

Question 8. Diseases excluded.

Question 9. Are inmates examined for venereal disease on admission?

Question 10. By a man or woman physician?

Question 11. Are venereal diseases treated? Where and how?

Question 12. Does the institution provide a wise policy of hygienic instruction, vocational education, recreation, and social rehabilitation for its inmates? Give particulars briefly.

Question 13. (a) Capacity of institution. (b) Present number of inmates.

Question 14. Average daily number of venereally infected persons confined in institution during the past six months.

Question 15. (a) Naval and military camps served. (b) Location. (c) Approximate number of men in each. (d) Distance from the institution.

Question 16. Does the institution care for persons infected with a venereal disease, who, if free, would be a menace to soldiers, sailors, and civilian population?

Question 17. Law or regulations under which commitment is made.

Question 18. Does the State board of health urgently recommend that the institution be given financial assistance to the amount requested below?

Question 19. Give a concise outline of the personnel employed at the institution, salaries paid, and the average total cost per month for the maintenance of the institution.

Question 20. Average daily cost for maintenance per person during past six months.

Question 21. (a) Is any part of cost of maintenance paid by city, county, or State? (b) If so, by whom and how much per person?

Question 22. Reasons for requesting this assistance from the United States Interdepartmental Social Hygiene Board.

Question 23. Does a temporary emergency exist making financial help from the Board an imperative necessity?

N. B. - The above questions should be fully answered in the space below, or, if more space is required, an additional sheet may be used, but should be securely fastened to this form.

The answers should be carefully numbered to correspond with the numbers of the questions.

Between June 30, 1919, and July 1, 1920, the board, acting under this authority, continued giving assistance to nine institutions aided during the preceding year, and to seven others, to the amount of \$107,131.96, making a total expenditure for 19 months of \$177,089.76. This money was given to the following institutions and in the following amounts:

	1918-19	1919-20
State training school for girls, Birmingham, Ala-----	\$1,004.21	\$1,000.00
Mission Valley Isolation Hospital, San Diego, Calif-----	5,091.01	
Convalescent home for children, Walnut Creek, Calif-----	514.48	
Ward I, San Francisco Hospital, San Francisco, Calif-----	3,812.16	8,007.00
Detention house and hospital, Jacksonville, Fla-----	2,432.10	
Lake County General Hospital, Waukegan, Ill-----	205.95	
Kansas State Industrial Farm for Women, Lansing, Kans-----	11,631.23	
Jefferson County institutions, Louisville, Ky-----	11,247.50	3,993.25
Pine Bluff School (Kentucky State), for girls, Louisville, Ky-----	276.17	
Mercy Hospital venereal-disease detention ward, Baltimore, Md-----		100.00
State Department of health hospital No. 1, Baltimore, Md-----		2,134.11
Fairmont Hospital, Kalamazoo, Mich-----	3,921.42	11,909.77
Female detention ward, city hospital, St. Louis, Mo-----	2,378.79	1,233.84
Florence Crittenton League, New York, N. Y-----		349.50
State home and industrial school for girls and women, Samarcand, N. C-----	9,486.64	48,929.43
Akron Welfare Home for Women, Akron, Ohio-----	1,154.36	1,860.36
Cincinnati General Hospital, Cincinnati, Ohio-----		5,934.00
Detention home and hospital, Lawton, Okla-----	3,326.98	
Industrial school for colored girls, Columbia, S. C-----	926.19	
Detention home and hospital, Spartanburg, S. C-----	1,408.78	
Anna Finstrom Detention Hospital, Columbia, S. C-----		3,739.50
Detention house and hospital, Chattanooga, Tenn-----	5,237.64	
Shelby Hospital, Memphis, Tenn-----	650.29	4,658.37
Venereal quarantine hospital, Chattanooga, Tenn-----		7,200.00
Dorcas Home for Colored Girls, Houston, Tex-----	1,656.95	
Girls' training school (Texas State), Gainesville, Tex-----	3,000.00	4,136.99
City hospital and home, Norfolk, Va-----		1,945.47
	69,957.80	107,131.96
Total -----		\$177,089.76

July 1, 1920, in pursuance with a provision attached by Congress to the board's appropriations for the ensuing year, assistance of this type was discontinued. The provision read as follows:

*Provided*, That no part of these sums shall be expended in assisting reformatories, detention houses, hospitals, or other similar institutions in the maintenance of venereally infected persons.

An investigation was authorized by the board for the purpose of evaluating the investment made by the Government during the war

through the Commission on Training Camp Activities for the construction, repair, and equipment of such institutions as these, and to evaluate further the investments made during the period between December, 1918, and June 30, 1920, that were for the assistance of such institutions in the maintenance of venereally infected inmates. An investigator was appointed with instructions to visit all the institutions, to prepare and fill out a questionnaire for each and to secure as accurate information as possible in the limited time concerning the quality and volume of the medical and the social rehabilitative work being done. About five months were spent in the field gathering the material on which the following report is based:

#### THE GENERAL POLICY GOVERNING THE DISTRIBUTION OF AID.

The importance of the foregoing involved history of organization seems relatively slight when one's mind is full of questions as to the detail of how the Government money was expended and how early and to what extent it was made effective in keeping venereal disease carriers out of the way of the armed forces of the United States. On the part of the Government it has already been stated that "hurry" was the slogan, in so far as hurry could be made consistent with judgment. As a matter of fact, plans for the opening of reformatories and detention houses were consummated largely through telegraphic communications with Washington. Difficulty in securing suitable locations and the red tape of getting checks through to the officially designated disbursing or financial agents after the grants had been made held up progress, but, on the whole, quick action characterized the undertaking. That there was ready response from the camp communities, in which prostitution, with a destructive flare, was menacing the health and morals of the men in training is evidenced by the fact that money was rapidly raised locally to meet the requirements of the situation.

The relation between the Federal, the civil, and State authorities, and the voluntary relief agencies involved questions of policy and required tract as well as a faithful compliance with the law.

#### MILITARY AND NAVAL PROBLEMS.

The relation between the Federal, the civil, and State authorities, most congested localities. It will be seen by comparing the map of the location of Army camps, posts, and stations (p. 42) with that of the location of institutions aided (p. 43) that the institutions show up thickest where the camps are thickest. All the Southern States, exclusive of West Virginia, Louisiana, and Arkansas, were assisted. The military and naval population in these States was, in April, 1918, about half a million men (465,881), with four of the military

training camps and a number of flying fields not yet organized. Thirty institutions were aided in 11 Southern States.

LOCATION OF INSTITUTIONS ASSISTED.

Since the South was less well prepared in institutional facilities than other sections, and in view of the fact that the combined military and naval population was twice as numerous there as in the other States assisted (see Tables 1 and 2), the action of the Government agent in recommending aid for several institutions in each of the more heavily burdened States is readily understood. The reduction in the number of soldiers and sailors now stationed in the same group of States to about one-quarter the number as of April, 1918, accounts in part, no doubt, for the fact that 11 of the 14 institutions that are closed were in these States. In fairness to the localities concerned it must be repeated that 4 detention houses in small southern camp towns were closed because the local communities do not require so expensive an institution for peace-time needs. Of the 5 that were burned 2 have been replaced and 3 probably will be restored.

TABLE 1.—*Institutions in the Southern States that received grants, military and naval stations, and coast defense, and approximate number of men in each at time of grant and about the time of this investigation.*

[Year aided, 1918.]

State.	Total number of institutions assisted.	Number of Army camps, etc., Apr., 1918.	Number of Army camps, etc., Feb., 1921.	Number of naval stations, etc., Apr., 1918.	Number of naval stations, etc., Feb., 1921.	Total number Army, etc., Apr., 1918.	Total number Army and Navy, etc., Feb., 1921.	Approximate number of men in Army stations, Apr., 1918.	Approximate number of men in Army stations, Feb., 1921.	Approximate number of men in naval stations, Apr., 1918.	Approximate number of men in naval stations, Feb., 1921.	Approximate number of men in Army and naval stations, Apr., 1918.	Approximate number of men in Army and naval stations, Feb., 1921.	Total number of men in Army and naval stations, Apr., 1918.	Total number of men in Army and naval stations, Feb., 1921.
Ala. ....	4	3	0	0	0	3	0	44,518	0	0	0	44,518	0	0	0
Fla. ....	1	1	0	1	1	2	1	14,852	0	2,350	1,000	17,202	1,000	0	0
Ga. ....	2	7	5	0	0	7	5	59,829	7,445	0	0	59,829	7,445	0	0
Ky. ....	2	2	0	0	0	2	0	49,895	0	0	0	49,895	0	0	0
Miss. ....	1	1	0	0	0	1	0	22,614	0	0	0	22,614	0	0	0
N. C. ....	1	1	1	1	1	2	2	4,344	2,832	0	0	4,344	2,832	0	0
Okla. ....	1	2	2	0	0	2	2	12,649	3,078	0	0	12,649	3,078	0	0
S. C. ....	4	4	4	2	2	6	6	98,243	20,043	15,288	3,393	113,531	23,436	0	0
Tenn. ....	3	4	2	0	0	4	2	1,537	17	0	0	1,537	17	0	0
Tex. ....	6	15	12	1	1	16	13	90,544	30,840	0	0	90,544	30,840	0	0
Va. ....	5	5	5	1	1	6	6	49,218	4,656	6,033	11,394	55,251	16,050	0	0
Total...	30	45	31	6	6	51	37	448,243	118,911	23,671	15,787	471,914	134,698	0	0

TABLE 2.—*Institutions in 9 other States (not Southern) that receive grants, military and naval stations, and coast defense, and approximate number of men in each at time of grant and about the time of this investigation.*

State.	Total number of institutions assisted.	Number of Army camps, etc., Apr., 1918.	Number of Army camps, etc., Feb., 1921.	Number of naval stations, etc., Apr., 1918.	Number of naval stations, etc., Feb., 1921.	Total number Army and Navy stations, etc., Apr., 1918.	Total number Army and Navy stations, etc., Feb., 1921.	Approximate number of men in Army stations Apr., 1918.	Approximate number of men in Army stations Feb., 1921.	Approximate number of men in naval stations Apr., 1918.	Approximate number of men in naval stations Feb., 1921.	Total number of men in Army and naval stations Apr., 1918.	Total number of men in Army and naval stations Feb., 1921.
1918.													
Kans.	1	3	3	0	0	3	3	39,659	2,119	0	0	39,659	2,119
Mich.	1	1	1	0	0	1	1	37,350	229	0	0	37,350	229
Mo.	1	3	1	0	0	3	1	8,401	976	0	0	8,401	976
1919.													
Calif.	3	16	8	7	5	23	13	20,589	6,316	15,444	12,522	36,033	18,838
N. Y. City	1	11	6	22	8	33	14	25,127	6,091	43,767	3,462	68,894	9,553
Ia.	1	2	1	2	2	4	3	30,214	8,480	7,496	1,875	37,710	10,355
III.	1	6	6	1	1	7	7	5,379	1,715	15,260	7,425	20,639	9,140
Ohio.	2	4	4	0	0	4	4	7,331	4,271	0	0	7,331	4,271
1920.													
Md.	2	12	6	0	0	12	6	9,757	5,628	0	0	9,757	5,628
Total...	13	58	36	32	16	90	52	183,807	35,825	81,967	25,284	265,774	61,109

DATES OF APPLICATIONS, APPROPRIATIONS, AND OPENING.

Of the 43 institutions assisted 22 were beneficiaries of the President's fund and 27 of the board's fund; 6 received aid from both funds.

The following table, based on a study of records on file with the board, shows when applications for assistance were filed, when appropriations were made, and when the institutions formally opened:

TABLE 3.

	Dates.	Application.	Appropriation.	Opened.
Before the war.				
1918.		32	20	23
1919.		9	22	13
1920.		2	1	1
Total....		43	43	43

(Eight of the 22 institutions that received appropriations in 1919, and 6 of those that opened in 1919 received their money and commenced work in January of that year. It should be noted that delays in a time of emergency, the length of time elapsing between application and grant, must not be judged by standards applied to work of normal times.)

The President's fund aided in the establishment of 18 institutions, 13 in 1918 and 5 in the early months of 1919. The openings occurred in April (1), May (1), June (2), July (1), August (5), September (2), and December (1), 1918. Following these closely 2 opened in January, 1919, with 2 more in May and 1 in June. The 4 others, State reformatories of old standing, were already caring for and treating

girls infected with venereal diseases but with too limited capacity and equipment to meet the extraordinary demand.

With the exception of 4 institutions whose opening in April, May, November, and December, respectively, of 1919, was made possible by maintenance appropriations, all the institutions aided by the board's fund were already established. Two of those already open antedated the war, 4 were started before the United States entered the war, 6 had been established with the assistance of grants from the President's fund and the remaining 11 with money raised locally, in January (1), February (1), March (1), April (1), May (2), June (1), and August (1), of 1918, in June (1) and November (1), 1919, and in February (1), 1920.

#### CHARACTER OF INSTITUTIONS AIDED.

Speaking generally, the institutions assisted were of two kinds, reformatories and detention houses. Of the 11 to be studied as belonging to the reformatory group, 10 (one is now closed) admit inmates on indeterminate court sentence only. The eleventh, the Kansas State Industrial Farm for Women, in February, 1918, by arrangement with the State health department, began taking women and girls under the State health regulations, for the period of infection. In light of the Kansas Health Board's ruling that persons placed under quarantine for venereal disease may be held for a reasonable amount of treatment, to be determined by the physician in charge, the average length of time being 14 weeks (minimum 9, maximum 24), during which period the patients, in this institution, are accorded the same excellent care and treatment received by the women under long-term commitment, and in further view of the fact that girls under 18 (Kansas has a law that no girl under 18 shall be placed in jail) are often wards of the juvenile court to be transferred to the State reformatory for girls upon completion of treatment for venereal disease, the Kansas State Farm logically would seem to belong in the reformatory group.

The following table shows the original facilities for the treatment of venereal diseases in the so-called detention-house group and the changes which had occurred up to the time of the revisits:

TABLE 4.

	Original.	Closed.	1921.
(1) Detention house with full clinical equipment and isolation facilities.	12	7	3
(2) Detention house with limited facilities, salvarsan treatments given at an outside clinic.	4	3	2
(3) Detention house without provision for treatments (clearing houses for younger girls).	3	1	2
(4) Hospital or hospital ward.	9	3	4
(5) Hospital ward located in a jail, full equipment, etc.	1	0	3
(6) Hospital ward located in a jail, clinic under same roof.	2	0	2
(7) Detention hospital located in a jail annex, salvarsan treatments given at an outside clinic.	0	0	1
(8) Detention hospital located in a jail annex, clinic under same roof.	1	0	1
Total.....	32	14	18

In further explanation of this table it is pointed out that three institutions of the first-named class have changed character, one being now located in a jail annex and the other two having been removed, with their equipment, to jails; and that one of the fourth-named class, formerly a hospital ward, has been transferred to a detention house with full equipment for the treatment of venereal diseases.

TABLE 5.—Number of institutions admitting minors, white, colored, or white and colored; number admitting adults, white, colored, or white and colored; number admitting minors and adults, white, colored, or white and colored.

	Reformatories.	Detention houses.	Total.
Admitting minors:			
White.....	4	0	4
Colored.....	3	0	3
White and colored.....	2	1	3
Admitting adults:			
White.....		0	0
Colored.....		0	0
White and colored.....		7	7
Admitting minors and adults:			
White.....	1	11	12
Colored.....	0	0	0
White and colored.....	1	13	14
Total.....	11	32	43

#### COMMUNITY RESOURCES FOR DETENTION AND FOR REFORMATORY COMMITMENT.

In the general administrative plan no question was of greater importance than that of providing separate detention facilities and training for minors, colored and white. Pointing toward a strict adherence to this policy are the following facts: In the only three States assisted that were without juvenile reformatory facilities, four institutions of that character were aided in their establishment, three for white and one for colored; additional cottages with hospital equipment were provided (always on the equal-share basis), two already functioning reformatories for girls in another State, one for white and one for colored; hospitals were added to two institutions in separate States, both admitting colored and white (in one case as-

sistance did not go beyond payment of the architect's fee, the comptroller's opinion frustrating a plan to build a much-needed hospital); maintenance was granted seven reformatories, two for white, two for colored, and three for white and colored. The total amount of assistance given reformatories for juveniles from the President's and the board's funds was \$237,298.41, or 55.5 per cent of the whole investment.

It was desirable, also, to place girls over 18, among whom one might still expect to find "first offenders" and the casual group of prostitutes, in the already existing detention houses for girls, but only 10 localities were found to be thus provided, 5 of them unequipped with medical facilities. It appears from Table 6 that 11 such institutions for white girls and 8 for colored girls existed at that time in the 20 States receiving grants. Lacking funds to meet the problem as a whole the establishment of separate detention houses, one for so-called hardened prostitutes and one for girls past their minority was promoted in the three towns only, which, owing to their location in practically armed States (Alabama, Texas, and Virginia), combined with the lack of community resources, presented the most spectacular difficulties. Information concerning the number in this group held in detention houses is only fairly complete, but from figures submitted in 19 detention houses and carefully considered estimates offered in 12 it appears that 3,028, or 19.3 per cent of the total number of admissions, whether diseased or not during the period under investigation, can be so classified. This percentage would be reduced to 14.4 per cent by the admission of the estimated number of patients, 778, admitted to the quarantine hospital for women located in the House of the Good Shepherd, St. Louis, Mo., and confining its activities practically to juveniles, and it would fluctuate again, though not materially, by the addition of the alleged "majority" in the case of the Florence Crittenton League, New York City (this completes the total number of detention houses assisted), which is also equipped to care for "younger girls."

Studying the 32 detention houses as a whole, it appears that in 7 admitting adults only there were in the localities of 4 of these detention houses under the juvenile court with equipment for the treatment of venereal disease, and that detention houses for the care and treatment of "younger girls" were promoted by the Government in 3. One institution was for children only, and in the localities of the remaining 24, admitting both juveniles and adults, the cooperation of the juvenile courts and good social agencies was active in all except 5 towns having no juvenile court or worse than none. In these 5 towns, among others, the Commission on Training Camp Activities placed fixed post workers, who were later con-

tinued by the Interdepartmental Board as field agents until the institutions closed, having served literally as the only trained social workers in the field. The number of reformable girls reported in these 5 institutions was, respectively, zero, 2, 6, 25, and 88, a total of 121, or 8/1000 per cent of the entire number admitted in the 32 detention houses. The best that could be done was done with the available resources to prevent further contamination of young girls from close association with hardened prostitutes. It is an interesting commentary on the errors in judgment of which even trained social workers may be guilty before making a social investigation and getting to know the girl, that only 113, or 14.4 per cent of the 784 girls admitted for special care to the 3 detention houses established for so-called younger girls were in the end considered reformable.<sup>2</sup>

Table 5 shows a general increase in the community resources of the 38 cities and towns in or near which institutions receiving grants are located. In view of the fact that such unsuitable facilities as jails, "stockades," and county workhouses, often frightful and insanitary, were being used as places of detention in the early weeks of the emergency, this development is very gratifying. The increase in the number of institutions for the long-term commitment of women is deplorably small, however. Pennsylvania and North Carolina now have such institutions and California and Michigan, not counted in Table 5, have appropriations for buildings. That Alabama, Mississippi, and Tennessee have appropriations for institutions for the care of the feeble-minded, white and colored, and Virginia for the expansion of her institution to include colored women and girls, may also be mentioned.

TABLE 6.—*Comparison of some of the community reformatory and detention resources in the 58 cities and towns in or near which the institutions receiving grants are situated, as of the date of opening or expansion and the date of revisit.*

	1918-19	1921
Veneral-disease clinics.....	28	29
Hospitals or hospital wards for the treatment of venereal disease (3 not counted take a limited number).....	4	25
Houses of detention for the temporary care of white girls whether diseased or not.....	11	23
Houses of detention for the temporary care of colored girls whether diseased or not.....	8	20
Industrial schools for white girls, 20 States (committed for period of minority).....	17	19
Industrial schools for colored girls, 20 States, (commitment for period of minority).....	12	14
Institutions for the confinement of convicted immoral white women (long-term sentence).....	3	5
Institutions for the confinement of convicted immoral colored women (long-term sentence).....	3	4
Institutions for the care of feeble-minded white women and girls.....	15	16
Institutions for the care of feeble-minded colored women and girls.....	10	11
<b>Total.....</b>	<b>111</b>	<b>171</b>

<sup>a</sup> One closed.

<sup>b</sup> See also discussion under "Rehabilitative methods," p. 56.

## HOUSING.

To secure suitable location for reformatories and detention houses, in the pressure of the times, proved extremely difficult. Five of the seven reformatories assisted that were already functioning were found to be admirably located on high ground commanding panoramic views of the surrounding country, one beautifully situated in a level agricultural district and one, a school for colored girls, for lack of means, in town. At the time of the revisit, however, energetic effort was being put forth by friends of this institution to secure a 10-acre farm that happened to be on sale at a sacrifice. The principle that places of long-term commitment would be located in the country was carried out in the four cases in which grants were made for the establishment of new institutions. Sites chosen for two of these were elevated and open: for the others, choice in one case being limited to State-owned property, in rolling sections of farming land.

One of the reformatories, five buildings, is of great architectural beauty and one, three buildings, is artistic and attractive. Neither was built for institutional purposes. One having 11 cottages is substantial and graciously simple, with beautiful, highly cultivated grounds; three others, 2, 4, and 4 cottages, respectively, of institutional type, are given a homelike touch by the preservation of the original farmhouse in which the work started: two, 1 and 5 brick cottages, are distinctly of institutional type, good and modern; and three have 1, 2, and 12 frame cottages, respectively, none too good.

Fourteen of the detention houses were located in the suburbs, 7 being frame buildings (not dwellings), 5 hospitals, and 2 city prison farms. All had large grounds. Ten of the remaining 16 were established in town dwellings, 3 in hospital wards, and 3, for lack of more suitable quarters, in the women's sections of jails. Owing to the difficulty in securing vacant properties 1 reformatory and 7 detention houses were established in dwellings, formerly "sporting houses," all except 2 of which were located in the colored sections of town. These houses were obviously undesirable as private residences which accounts for their availability for institutional use.

The several institutions assisted will be considered individually later, each with a brief description. Meantime the following tables reveal the general character of the buildings, their capacity, heating system, hot-water supply, precautions against fire, baths, toilets, furniture, clothing, sleeping quarters, isolation facilities, recreation rooms, and light and ventilation:

TABLE 7.—General character of buildings.

	Reformatories.		Detention houses.		Total.	
	1918-19	1921	1918-19	1921	1918-19	1921
Cottage system, 2 to 12 cottages located in the country, buildings in 2 cases brick, 6 frame, 2 brick and frame.	10	9	5	1	10	9
Frame dwellings in town, 2-story	1	1	4	0	6	2
Frame dwellings (furnished), 2-story					4	0
Frame buildings, 3-story, formerly a negro academy, large grounds.			1	1	1	1
Frame building, 2-story, formerly a sanatorium for drug addicts, large grounds.			1	0	1	0
Frame building, 1-story, exhibit building in fair grounds, remodeled.			1	0	1	0
Frame building, 2-story, formerly Young Men's Christian Association hut.			0	1	0	1
Group of frame buildings.			1	0	1	0
Brick houses, 2-story (4 small houses adjoining).			1	1	1	1
Brick building, 1 floor of what was formerly a questionable rooming house or "bed house" (offices of department public charities on same floor).			1	1	1	1
Stone house, 5 stories, large, commodious.			1	1	1	1
Automobile club, 2 stories, suburban, fine buildings, fine grounds (now improved and expanded for use as a county training school for girls, adults being placed in jail).			1	(1)	1	(1)
Private hospital wards.			2	1	2	1
City hospital wards (A-1, modern).			3	2	3	2
House of the Good Shepherd, city quarantine hospital for women and girls.			0	1	0	1
County hospitals, separate buildings, 1 frame, 1 an open pavilion.			2	1	2	1
Isolation hospitals, city or county.			3	2	3	2
City prison farms, frame buildings.			2	0	2	0
Jails, women's section (good, original 3, fair 1, poor 1).			3	5	3	5
Total.	11	10	32	18	43	28

TABLE 8.—Capacity.

	Reformatories.	Detention houses.	Total.
Date of opening.	935	1,420	2,355
Date of revisit.	1,113	828	1,941

(28 institutions, or 65 per cent of original 43 open. Capacity 82.4 per cent of the original.)

TABLE 9.—Sleeping quarters.

	Reformatories.	Detention houses.	Total.
Separate rooms only.	1	0	1
Dormitories only.	1	13	14
Sleeping porches only.	0	2	2
Separate rooms and sleeping porches.	1	0	1
Dormitories and sleeping porches.	2	1	3
Separate rooms, dormitories, and sleeping porches.	6	1	7
Separate rooms and dormitories.	0	15	15
Total.	11	32	43
Isolation facilities.	8	26	34
Two permitted to sleep in 1 bed (when overcrowded only).	1	4	5

TABLE 10.—*Baths.*

	Reformatories.	Detention houses.	Total.
Tubs only.....	2	17	19
Showers only.....	1	1	2
Tubs and showers.....	7	14	21
No plumbing.....	1	0	1
Total.....	11	32	43
Separate facilities for inmates in infectious stages of venereal disease.....	9	25	34
Emergency facilities only (disinfectants, sponge baths, etc.).....	2	7	9
Total.....	11	32	43

TABLE 11.—*Toilets.*

	Reformatories.	Detention houses.	Total.
Separate facilities for infectious cases.....	9	25	34
Inadequate facilities.....	1	7	8
No plumbing.....	1	0	1
Total.....	11	32	43

TABLE 12.—*Laundry facilities.*

	Reformatories.	Detention houses.	Total.
Excellent.....	2	4	6
Good.....	4	16	20
Fair.....	2	8	10
Poor.....	3	4	7
Total.....	11	32	43
Clothing of diseased inmates washed separately on premises.....	11	0	11
Washed together, but all boiled.....	0	1	1
Sent to hospital laundry.....	0	3	3
Washed by each girl, her own.....	0	23	23
Total.....	11	32	43

TABLE 13.—*Furniture.*

	Reformatories.	Detention houses.	Total.
Adequate.....	9	29	38
Inadequate.....	2	3	5
Total.....	11	32	43

TABLE 14.—*Clothing.*

	Reformatories.	Detention houses.	Total.
Good and sufficient.....	10	28	38
Inadequate.....	1	4	5
Total.....	11	32	43

TABLE 15.—*Heating system.*

	Reformatories.	Detention houses.	Total.
Excellent.....	2	8	10
Good.....	5	8	13
Fair.....	3	15	18
Poor.....	1	1	2
Total.....	11	32	43

TABLE 16.—*Hot-water supply.*

	Reformatories.	Detention houses.	Total.
Adequate.....	10	32	42
Inadequate.....	1	0	1
Total.....	11	32	43

TABLE 17.—*Precautions against fire.*

	Reformatories.	Detention houses.	Total.
Excellent.....	2	8	10
Good.....	5	10	15
Fair.....	2	6	8
Poor.....	2	8	10
Total.....	11	32	43

TABLE 18.

	Reformatories.	Detention houses.	Total.
Recreation room.....	8	22	30

TABLE 19.—*Lights and ventilation.*

	Reformatories.	Detention houses.	Total.
Excellent.....	10	10	20
Good.....	1	18	19
Fair.....	0	3	3
Poor.....	0	1	1
Total.....	11	32	43

## GENERAL ADMINISTRATIVE PLAN.

Under the head of general administrative plans it appears from the information gathered that 10 of the institutions studied as reformatories admitted inmates under sentence of juvenile court for the period of their minority. In the Kansas State Industrial Farm for Women patients were admitted on a voluntary basis and under

the State quarantine regulations, sentence of court being suspended until completion of medical treatment.

In the detention-house group the methods of admission varied but the regulation that patients be held until rendered noninfectious prevailed in all. In 15 cases court sentence was suspended until the arrested woman would be dismissed by the physician in charge, in 1 quarantine was imposed in lieu of sentence, in 1 (the convalescent home for children in California) the juvenile court held jurisdiction and in the remaining 15 court sentence for violation of city ordinances against disorderly conduct or prostitution, or for violation of State laws was pronounced for various terms as follows:

	Cases.
30 days	5
30 to 60 days	8
30 to 90 days	2
200 days	1
5 to 50 days or bond not to exceed \$1,000, or both	1
50 days or \$50 fine	1
100 days or \$100 fine	1
10 to 100 days or \$10 to \$100	1

Longer sentences for vagrancy were occasionally given, in one place from one to six months, in another from three to six months, and in two others for 364 days. In one of the hospitals where patients are held in quarantine under suspended sentence, drug addicts, if pickpockets or violators of a city ordinance and also diseased are held for treatment under sentence of court. All the institutions in the detention-house group could have held women pending trial by Federal court and many of them actually served in this capacity.

Sources of complaint leading to arrest were numerous and included neighbors, social agencies, churches, landladies, parents, guardians, any citizen, officers of humane societies, policemen, policewomen, probation officers, military police, diseased men at clinics, etc. In 27 detention houses patients were admitted, subject to quarantine, on a voluntary basis, the number in each ranging from 1 to 70 women.

That the matter of record keeping was slighted, particularly in the detention-house group, is shown in the table immediately following:

TABLE 20.—*Record systems.*

	Reformatories.	Detention houses.	Total.
Social histories (case records).....	8	7	15
“History books” in which name and a few bare facts are kept.....	3	7	10
Filing system.....	6	32	38
 1 Medical histories only.....			14
Medical and social history on same card.....			15
Social histories really kept and filed.....			3
 Total.....			52

Other features of the administrative programs brought out in subsequent tables would seem to need little elaboration, except, perhaps, in the case of "mental tests," under which head it appears that the only psychiatric studies, bearing this name, in the whole group of institutions assisted were made in six detention houses by Army-camp psychiatrists. This arrangement was in effect only while the camps were open, naturally, so that in point of duration and volume the work accomplished was negligible. As a matter of fact the so-called psychological studies made in two reformatories having a psychologist on the staff, namely, the Pennsylvania and Texas State Industrial Schools for Girls, and in the South Carolina State School enjoying the services of the psychologist of the State board of charities and corrections, more closely resemble psychiatric studies, as such, than the camp psychiatrists could have made in those strenuous war-time days. In view of the fact that increasing emphasis is being put on the study of the emotions and the psychiatric rather than the merely psychological approach to the problems presented by the conduct disorders of women and girls who are sex delinquents it is to be regretted that this desirable phase of reconstructive work played so small a part.

TABLE 21.—*Classification of inmates.*

	Reformatories.	Detention houses.	Total.
By age.....	7	7	14
By color.....	12	15	17
By character.....	5	7	12

<sup>1</sup> Colored and white not classified: In reformatories, 1; detention houses, 6.

TABLE 22.—*Hygiene instruction.*

	Reformatories.		Detention houses.		Total.	
	Open.	Closed.	Open.	Closed.	Open.	Closed.
Policy of hygiene instruction.....	8	1	11	5	19	6
Educational propaganda disseminated.....	3	0	8	2	11	2
Hygiene lectures.....	3	0	3	1	6	1
Motion pictures.....	3	0	2	1	5	1

**By whom program is carried out:**

Superintendent, who is trained nurse.....	2
Superintendent and nurse.....	7
Physician and nurse.....	6
A social hygiene society.....	1
Superintendent and officers required to familiarize themselves with hygiene subjects. (Reformatories 3, detention houses 10.)	18

TABLE 23.—*Mental tests.*

	Reformatories.	Detention houses.	Total.
Part of routine.....	5	6	11
Irregularly.....	1	9	10
Equipment for tests:			
Regular psychologist on staff.....	2		
Binet-Simon test given by superintendent.....	3		
Irregularly, special studies made by State psychologist.....	1		
Regularly by psychologist of welfare association.....		1	
Regularly by psychologist of State hospital.....		1	
By a local specialist.....		1	
Regularly by psychologist of the State bureau and city board of education.....		1	
Regularly by the psychologist of the State board of charities and correction.....		1	
Regularly by the court psychologist.....		1	
Regularly by camp psychiatrist (3 closed).....		6	
Regularly by psychologist, city health department.....		1	
Regularly by psychologist, city board of education (1 closed).....		1	
Regularly by volunteer psychologist.....		1	

TABLE 24.—*Provision for the feeble-minded.*

Institutions having separate cottages for low-grade mentals: Reformatories..... 2  
 State institutions generally overcrowded and having long waiting lists. (See Community resources, p. 45.)

TABLE 25.—*Care of the teeth.*

Reformatories..... 7  
 Detention houses: Not learned; negligible number.

TABLE 26.—*Provision for maternity cases.*

Reformatories:		Detention houses—Continued.	
Not accepted (returned to parents or county).....	2	Private hospitals, expense of city	3
Cared for at institution.....	1	Maternity hospitals.....	5
City hospital cares for.....	8	Associated charities (if unmarried).....	1
Salvation Army cares for.....	8	Kings Daughters.....	1
Children's Home Society.....	1	Door of Hope.....	1
Sheltering Arms Society.....	1	Charity hospital.....	1
Door of Hope.....	1	No provision (3 births).....	1
Florence Crittenton Home.....	1	No problem.....	4
Detention houses:		Not stated.....	13
City hospitals.....	6		
County hospitals.....	6	BIRTHS.	
Cared for at institution.....	3	In 6 institutions (reformatories).....	31
Florence Crittenton Homes.....	4	In 18 institutions (detention houses).....	355
University hospitals.....	1	Total in 24 institutions.....	386

TABLE 27.—*Food.*

	Reformatories.	Detention houses.	Total.
Good and sufficient.....	7	26	33
Fair.....	4	5	9
Poor.....	0	1	1
Total.....	11		43
Strict economy necessary.....	3	2	5
Efforts to reduce expenses carried too far.....	0	2	2
Officers and inmates fare alike.....	2	16	18
Practically alike.....	3	3	6
Separate tables for inmates in communicable stages of venereal disease.....	7	10	17

TABLE 28.—*Rules for visitors.*

	Reformatories.	Detention houses.	Total.
None allowed.....	0	3	3
Once a week.....	0	5	5
Twice a week.....	0	3	3
Once a month.....	8	1	9
Any time, suitable visitors (so far out visits infrequent, 2).....	2	5	7
Permit from health officer in charge (once a week, 2).....	0	8	8
Pass from the mayor.....	0	2	2
Pass from chief of police.....	0	1	1
No rules.....	1	3	4
Not stated.....	0	1	1
Chaperoned.....			43

TABLE 29.—*Rules for letters.*

	Reformatories.	Detention houses.	Total.
<b>Write:</b>			
Once a week.....	3	14	17
Fortnightly.....	3	1	4
Once a month.....	4	0	4
Twice a week.....	0	1	1
No rules.....	1	5	6
No restriction as to time.....	0	11	11
Total.....			43
<b>Receive any time:</b>	11	32	43
<b>Acknowledge gifts by post card any time.</b>	11	31	42
No gifts allowed.....	0	1	1
Total.....			43
<b>Censored:</b>			
Incoming mail.....	10	25	35
Outgoing mail.....	10	27	37
None.....	1	5	6

TABLE 30.—*Powers of superintendent.*

	Reformatories.	Detention houses.	Total.
<b>Full administrative responsibility with voice in the formation and change of policies.</b>	7	10	17
<b>Full administrative ability without much influence in these matters.</b>	4	3	7
<b>Limited to inside management.</b>	0	19	19
Total.....	11	32	43

TABLE 31.—*To whom superintendent is responsible.*

	Reformatories.	Detention houses.	Total.
Chairman State boards of control, administration, charities and corrections, etc.....	5	1	6
Separate board of directors or committee.....	6	9	15
State health officer.....		3	3
County health officer.....		4	4
County commissioners.....		1	1
City health officer (direct 4, through hospital superintendent 5).....		9	9
Special health officer in charge of venereal-disease work.....		1	1
Chief, women's protective bureau.....		1	1
Medical director of clinic.....		2	2
Mayor.....		1	1
Total.....	11	32	43

TABLE 32.—*Proportion of officers and attendants to inmates.*

	Reformatories.	Detention houses.	Total.
1 to 2 (average).....	0	1	1
1 to 4 (average).....	4	10	11
1 to 5 (average).....	0	4	4
1 to 6 (average).....	2	2	4
1 to 7 (average).....	2	5	7
1 to 8 (average).....	1	4	5
1 to 10 (average).....	0	2	2
1 to 11 (average).....	2	2	4
1 to 15 (average).....	0	1	1
1 to 25 (average).....	0	1	1
Total.....	11	32	43

TABLE 33.—*Provision for relief of employees.*

	Reformatories.	Detention houses.	Total.
Alternate Sundays and a half day a week.....	7	8	15
1 day a month and a half day a week.....	0	1	1
36 hours a week.....	0	1	1
1 day a week.....	0	2	2
1 day a month.....	2	0	2
No plan; one officer relieves the other as seems convenient.....	2	9	11
No plan; too much freedom.....	0	1	1
Poor arrangement; often no relief.....	0	1	1
Committee members relieve superintendent occasionally.....	0	1	1
Regular system of hospital.....	0	8	8
Total.....	11	32	43

## REHABILITATIVE METHODS.

An account of the various rehabilitative methods in use does not lend itself so easily to tabulation but calls, rather, for detailed comment.

Beginning with the daily program it was found that the shortest length of time spent by inmates in doing the general housework of the institution is one hour, and the greatest four hours. In the former case, of which there is only one a reformatory, emphasis is put upon school work and vocational training; in the latter, one reformatory and five detention houses, because there are no school hours at all and no vocational training; the superintendents in each case plan the work so that it may serve as employment and also, in the matter of cooking and laundering, as prevocation training. The general average of time occupied in this way is two and one-quarter hours in reformatories and two and three-quarters hours in detention houses.

The average number of hours devoted to work, whether vocational or prevocational, other than the routine housework is three and one-half hours in reformatories, with a minimum of three and a maximum of six hours, and one and two-thirds in detention houses ranging from no regular employment in 13 institutions to seven hours in the case of the House of the Good Shepherd, St. Louis, Mo., recently

designated by the city as its venereal-disease quarantine hospital for women. In the 18 institutions having a regular plan the average period is two and three-quarter hours.

School work in the reformatories, excepting the Kansas State Industrial Farm for Women, which admits juveniles under quarantine regulations only, and the sadly neglected Dorcas Home for colored girls in Houston, Tex., in which no school work is done, invariably occupies three hours of the regular school days. In the detention-house group attempts to hold classes are almost too few and the classes too irregular to require mention. The comparatively short time inmates are held makes this form of constructive work impractical. The types of women and girls held under quarantine differ greatly in different localities. One of the southern institutions in which many of the girls are illiterates from rural districts was advised by the local board of education, it is said, to abandon the idea of keeping school. By way of contrast the superintendent of the quarantine hospital in San Francisco, Calif., stated that the majority of inmates had been through grammar schools, at least, and that a great deal of time during quarantine was occupied in reading. The House of the Good Shepherd requires two hours of school attendance in the case of minors held under quarantine. This is the only regular school work being done in the detention-house group.

Recreation periods in reformatories range in all from one to two and a half hours daily. Nine detention houses follow a plan in this matter, two having one hour, six two hours, and one four hours.

Leisure time is supervised in all the reformatories but only in 21 detention homes, the superintendents of the remaining 11 being nurses untrained in social work or women with the same handicap, however well equipped otherwise.

It appears, then, that the reformatory daily program, averaging as it does 10½ hours of supervised work, recreation, and leisure, makes for a full day. In the detention houses, however, lack of employment is outstanding, the cry being usually for material to work with. The more experienced superintendents are somehow resourceful; they succeed, among other things, in keeping alive the interest of their committees, when fortunate enough to have them, or of local social agencies, in the matter of supplying work for the inmates. This indicates a need for more trained workers in the special field of detention houses.

What may be called prevocational training is given in all the reformatories or industrial schools in the form of practical housekeeping, laundering, and plain sewing.

Gardening and farming are taught in all except Dorcas Home, where the town lot in which the institution stands is too small for a

garden even. In the training school for colored girls at Columbia, S. C., its own property of 15 acres being as yet, for lack of means, only partly developed, there is time for the girls to hire out to neighboring farmers without neglecting their own work, earning a little money for the school. Half days under supervision have been spent profitably in this way.

Practical training in nursing is given in three schools.

The scientific care of stock and poultry is part of the training in eight reform schools; domestic science is taught in six; the domestic arts in three; dressmaking in four; commercial courses in stenography, typewriting, and business English in three; and manual training in one—all of which come under the head of actual vocational training. Special vocational teachers are employed in four schools, four others having teachers of practical home making, sewing, and farming. All the reformatories are desirous of adding a vocational teacher, as such, to the staff. Considering that four are still in the pioneering stage and situated in communities unprogressive along the line of social activities generally, this makes a very good showing.

The patients or inmates in 18 detention houses are given some training in cooking after they have passed the infectious stage of their disease and before their discharge. Three institutions of this class employ cooks, and in the original three hospitals located under the same roof with jails (now 5) and 8 hospital wards meals are sent in from the regular institution kitchen, thus precluding the opportunity for instruction in the art of cookery. In 4 of the jails, however, the regular prison fare of two meals a day is supplemented by a third prepared by the inmates themselves, in three cases under careful supervision.

Except in the quarantine hospitals, hospital wards, and the hospitals located in jails the laundry work is done by the inmates under supervision. All are required to launder their own wearing apparel. In 17 detention houses the girls are taught to make the institutional or hospital aprons worn during the quarantine period. Regular hours are occupied in this way. While it may require a stretch of the imagination to apply the term "prevocational" to this sort of training, it none the less has a quite definite value in the plan of uprooting vicious habits by replacing indolence with industry.

Nothing that can be called vocational training was found in the detention-house group, except that basketry was taught for a while in the quarantine hospital in San Francisco, Calif. Domestic science and sewing are taught systematically in a classroom at the Florence Crittenton League, New York City, but the population changes continuously, some girls remaining only a few hours, so that little opportunity is afforded for valuable training. At the House of the Good Shepherd, St. Louis, Mo., five hours of factory work are re-

quired of minors and seven of girls over 18. Education in this case is obviously sacrificed to commercial gain, but the superintendent stoutly contends that the girls are receiving "vocational training, or better, a real trade training."

Recreation is organized in 10 of the reform-school group. Nine schools have recreation rooms and recreation grounds. The Alabama Training School for Girls has neither. The superintendent says that "Alabama girls don't know how to play." Considering the beauty of the grounds about the school and the equable climate, so suitable for outdoor sports and hikes, this is a tragic situation. One suspects hookworm. Dorcas Home has a recreation room, but the yard, facing the street as it does, is unsuitable for play.

Seven detention houses have organized recreation, although rooms for this purpose were found to have been provided in 22. The 10 institutions not so equipped were located in jails or hospital wards. One hospital located in a jail has a sun porch and two hospitals have roof gardens, where the inmates are encouraged to play. Dancing and parlor games are the chief forms of recreation where plans are not made nor leaders provided.

Self-government in three reformatories, admirably effective, an honor system in six, and a merit or credit system in two, in one instance rounded out by a Girls' Scout organization and in the other looking toward self-government as the next move forward, sum up the history of formal character rehabilitation. Utter failure resulted in the single attempt to organize self-government in a detention house, namely, the city prison farm at Newport News, Va. As to whether this should serve as an argument against self-government in detention houses, opinions will differ. Certainly there could exist no more crucial test than that under which it was essayed to make an honor system effective at Newport News. When one weighs the overheated character of war times, the particularly hectic situation in that port of embarkation, the mushroom growth of the prison farm to which wild women of the worst sort were brought in bunches, against the fact that self-government is usually evolved out of groups composed of gradually assimilated members, one wonders how the superintendent had the nerve to try it. Less experienced and less daring institution workers have not attempted so far in the detention houses anything beyond the granting of special privileges for good conduct.

Religious services are held in all the reformatories. Clergymen are not always available for every Sunday, but invariably the superintendent of the institution conducts a special Sunday service when no minister has been provided for the day. Chapel held by the superintendent is a daily occurrence also. Denominational services are provided in three institutions having girls of various religious

faiths; the remaining eight, located in Protestant communities, are rarely called upon to admit girls not of Protestant families.

The detention houses are not so well cared for in the matter of religious observances, though the ground in this respect is better than fairly covered. Denominational services, Catholic and Protestant, are held on Sundays in six institutions of this group. In one quarantine hospital, located in a Roman Catholic institution, mass is held every day. Romanist patients are required to attend; Protestants are extended the privilege of attending. No other form of religious services is provided. Four quarantine hospitals observe no religious ceremonies whatever, this form of rehabilitative work having no place in the administrative policy. Several others are too small to need more than the special song and prayer services provided by church committees, the Young Women's Christian Association, and the Salvation Army, in addition to the religious instruction given regularly by the superintendent.

Table 34 presents in detail the religious observances in both classes of institutions at the time of the revisits.

TABLE 34.—*Religious observances.*

	Reformatories.	Detention houses.	Total.
<b>Protestant ministers hold services:</b>			
Every Sunday.....	5	4	9
Alternate Sundays.....	3	0	3
Occasional Sundays.....	1	5	6
Roman Catholic mass held daily (Protestants not required to attend).....	0	1	1
Protestant and Roman Catholic services held by clergymen every Sunday.....	2	5	7
(Communion once a month.)			
Protestant, Roman Catholic, and Hebrew services held by clergymen and rabbis every Sunday.....	1	1	2
Young Women's Christian Association holds services every Sunday.....	0	1	1
Salvation Army holds services every Sunday.....	0	1	1
Christian Endeavor Society holds services alternate Sundays.....	1	0	1
Church committees hold services once or twice a week.....	0	5	5
Sunday services held regularly by superintendent when no clergymen available.....	4	5	9
Sunday school every Sunday.....	6	6	12
Chapel held by superintendent every day.....	11	10	21
Bible classes held by superintendent twice or three times a week.....	1	2	3
Devotional talks at all meals.....	0	1	1
Roman Catholic sisters visit.....	2	1	3
No religious observances of any kind.....	0	4	4
Service attendance required.....	11	26	37

Good books and suitable music are regarded by the various superintendents generally in the light of essentials, and there is an open bid for increased library facilities and more musical instruments and instruction in music. This is true of the hospitals and hospital wards also, though this particular type of the so-called detention-house group generally discourages or disallows pictures of any kind for sanitary reasons. In 5 reformatories and 3 detention houses the pictures are well chosen, and some instruction in the history of art is given. The State industrial schools for girls in Pennsylvania,

North and South Carolina, and Texas are outstanding in this phase of their work. The Pennsylvania institution is well supplied with carefully selected pictures, each cottage being suitably and tastefully adorned; that of South Carolina is richly benefited by the superintendent's own fine collection of photographs and prints. In the Texas State school a small exhibition of good pictures, changed fortnightly, is a permanent feature. These pictures are displayed on a suitable background with special lighting, and lectures on art and the history of the pictures in each exhibit are given. In the quarantine hospital located in the House of the Good Shepherd, St. Louis, Mo., the paintings and images are all ecclesiastical. Although 3 reformatories and 13 detention houses have (or had) no pictures at all except those clipped by the girls themselves from newspapers and magazines, selection in this matter was carefully censored by the superintendent.

The status of special opportunities, as provided in the 43 institutions, is given in Table 35.

TABLE 35.—*Special opportunities.*

	Reformatories.	Detention houses.	Total.
<b>Library facilities:</b>			
Excellent.....	4	1	5
Good.....	1	7	8
Fair.....	2	10	12
Poor.....	3	11	14
Lacking.....	1	3	4
<b>Total.....</b>	<b>11</b>	<b>32</b>	<b>43</b>
<b>Music:</b>			
Institutions having pianos only.....	3	3	6
Victrolas only.....	2	10	12
Organs only.....	1	1	2
Pianos and victrolas.....	5	13	18
No musical instrument (3 hospital wards and 2 detention houses).	0	5	5
Instrumental music taught.....	3	1	4
Vocal music taught.....	10	0	10
Chorus singing.....	9	0	9
Chorus singing led.....	2	27	29
Glee clubs.....	2	0	2
<b>Total.....</b>	<b>11</b>	<b>32</b>	<b>43</b>
<b>Pictures:</b>			
Well chosen and sufficient in number.....	5	3	8
Well chosen, desire more.....	2	3	5
No emphasis.....	1	5	6
None.....	3	13	16
None allowed (hospitals and hospital wards).....	0	8	8
<b>Total.....</b>	<b>11</b>	<b>32</b>	<b>43</b>

Interesting facts are brought out in Table 36, in which appear figures showing the methods of corrective discipline and punishment and systems of reward. With great "family pride" the superintendents of reformatories declined to speak of corporal punishment as such. In one institution of this class the word "punishment" is not permitted, even imposition of the silence rule being picturesquely termed "sending to Coventry."

TABLE 36.—*Corrective discipline and punishment.*

	Reformatories.	Detention houses.	Total.
<b>Rewards:</b>			
Special privileges for good conduct, etc.	11	13	24
Prizes given for good conduct, etc.	1	1	2
<b>Punishment:</b>			
Extension of term before parole.	11	0	11
Silence rule.	11	0	11
Restricted diet (no meat given while in solitary confinement).	11	7	18
Standing attention or in any other strained position.	1	0	1
Solitary confinement in disciplinary or "thinking room".	10	7	17
Sent to bed for lack of a thinking room.	1	0	1
Removal of privileges.	11	13	24
Removal of fractious inmates to jail.	0	7	7
<b>Locks and bars:</b>			
Bedroom doors locked at night.	1	0	1
Heavy window screens.	1	2	3
Ornamental iron grills at second-story windows.	2	0	2
Isolation, disciplinary, or thinking rooms.	10	7	17
Doors and windows barred (order of juvenile court).	0	1	1
Barbed wire fences (4 closed).	0	6	6
Hospital wards, doors guarded.	0	2	2
Quarantine hospitals located under same roof as jails and subject (in part) to jail regulations.	0	13	13
High brick wall around recreation ground.	0	1	1
Burglar alarms throughout building.	0	1	1

<sup>1</sup> Now 5.

Parole systems in the reformatory group differ somewhat, chiefly in the period of time required for training before parole. Only three of the seven institutions that were already established have parole officers on the staff. The others depend on the cooperation of social agencies, churches, and individuals. Usually the superintendent makes an investigation of the home to which a girl is to be paroled, but this is often impossible and the whole matter has to be conducted by correspondence. It is expected that two of the State institutions will have parole officers added to their personnel this year.

Of the four reformatories aided in their establishment, two have just completed their second year of existence. A policy of keeping the girls under training for two years prior to parole has so far obviated the necessity of having a parole officer. One of these two institutions now has a special State appropriation for the salary and expenses of a parole officer; the other, much smaller and having an exceedingly conservative policy in the matter of parole, may depend for some time to come on investigations made by the superintendent herself (1921). This is true also of a still smaller institution, third of the group aided to start. The fourth closed after one year of service, 20 girls having been paroled under care of a well-organized children's protective association.

The period of time required for training before parole varies from eight or nine months to two years. In the institutions accommodating 75 or more girls the minimum time is 15 months. In no case is a girl paroled until pronounced in a noninfectious stage of venereal disease by the physician under whom she has been receiving treatment.

It is the general practice in the reformatory group to place girls, when ready for parole, in family homes, preferably not their own. Restoration of girls to their parents is usually effected by returning them to the juvenile court. Under the supervision of social agencies acting as parole agents, placements are occasionally made in boarding schools or boarding homes. Several girls not yet finally discharged are attending college on scholarships; others are training in hospitals to be nurses.

Five reformatories have a wage system regulating pay given girls placed out at work, the minimum in any system being \$2.50 and the minimum average \$3.20 a week. Very young girls in four reformatories are indentured or apprenticed, their wages, except for a little "pin money," being paid over to the institution to their credit.

One of the reformatories has a parole house in the nearest city in which the parole officers reside and to which girls just paroled may go for an adjustment period, doing their shopping and otherwise getting used to freedom from institutional supervision before going farther afield—to take a position in an office or store, perhaps. One other institution had such a house for more than a year, but unfortunately the arrangement was recently dropped. It may be said here that parole houses of this sort are growing fast in popularity.

The only parole system existent in the detention houses is flexible and little used. It is, in theory, that of paroling exceptional patients for good and sufficient reasons to live at home under pledge to report faithfully to a venereal disease clinic for treatment. The physician in charge, in conference with the social or follow-up workers, decides who shall be thus paroled. Thirteen of these institutions have a good system of investigating homes to which patients are to be paroled; the others carry on this phase of the work rather feebly, for lack of facilities often, and in some instances for lack of appreciation of its value.

Eight reformatories and 27 detention houses are assisted in their parole work by cooperating agencies. One of the former group would seem to be quite overlooked in this matter; the two remaining have superintendents so independent as to feel they can do the work better within their own organization.

In the reformatory group it is felt that 75 per cent of the paroled girls make good. This is a general average for all. Estimates as to the number of detention-house inmates considered socially rehabilitated were extremely difficult to get. Only 15 superintendents would venture to make a statement. One of these said she was certain of the complete restoration to society of 6 girls, a total number of 630 having been in her care; another claimed equal success in 12 cases out of a total of 810; neither would hazard a supposition as to the possible number relatively improved by care and treatment in the

detention house. Both superintendents are nurses without training in social work, to whose personality and interest alone are attributable the success they claim, the civil authorities and social agencies in both localities being weak supporters. Estimates ranging from 5 to 66½ per cent in the other 13 institutions from which information on this point could be secured indicate that a general average of 20 per cent of the 7,235 inmates represented are felt to be relatively improved; the number considered reinstated in normal ways of living was not secured. The lowest estimate, 5 per cent, was given by the superintendent of an emergency detention house that served for one year in a small camp town caring for 160 inmates; the highest, 66½ per cent, is claimed by a detention house of long standing in a large city in which the cooperation of highly organized and very efficient social agencies is part of the warp and woof of the institution. The number of girls cared for annually in this detention house averages over 600. The reformatories, having younger girls to work with, better formulated plans and longer periods of time for the carrying out of constructive, rehabilitatory disposition of inmates, are naturally more successful in the social aspects of their problem than detention houses.

#### HYGIENIC CARE.

With few exceptions the institutions assisted, as a whole, exclude all infectious and contagious diseases, save venereal diseases. Three so-called detention houses (one now closed), though attached to contagious hospitals, are located in separate, quite remote buildings. The superintendent of another detention house, one of long standing, made the statement that women and girls are admitted whether diseased or not, and that no disease is excluded. These are the exceptions.

Examination for venereal disease is part of the routine of admission in all the institutions under consideration, with the following exceptions: Two reformatories do not examine inmates systematically, but only when infection is evident or suspected; two detention houses, practically jail annexes though not located in jails, examine only the inmates charged with prostitution and admitted through court regulations on suspended sentence.

The following tables present figures concerning medical examiners, tests for venereal diseases, medical and nursing service, clinical facilities, and where treatments are given:

TABLE 37.—*Examiners.*

	Reformatories. <sup>1</sup>	Detention houses.	Total.
Woman physician.....	6	2	8
Man physician.....	5	26	31
Man physician or nurse.....	0	4	4

<sup>1</sup> Four women and 7 men physicians give the salvarsan.

TABLE 38.

	Reformatories.	Detention houses.	Total.
Wasserman tests and tests for gonococcus part of routine of admission.....	19	30	39

<sup>1</sup> Two reformatories: For lack of hospital facilities girls are taken to clinic if condition suspicious and placed in hospital if found to be infectious.

<sup>2</sup> Two detention houses: 1 examined and treated elsewhere before admission; 1, jail annex.

TABLE 39.

	Reformatories.	Detention houses.	Total.
Wasserman tests made by:			
State laboratory.....	9	6	15
City laboratory.....	1	25	26
Private physician.....	1	0	1
Alleged bacteriologist (insurance agent).....	0	1	1
Total.....	11	32	43

TABLE 40.

	Reformatories.	Detention houses.	Total.
Resident physician:			
Woman.....	2	0	2
Man.....	2	7	9
Visiting physician:			
Woman.....	2	1	3
Man.....	2	17	19
Nurses on staff:			
Graduate.....	7	20	27
Undergraduate, practical.....	0	7	7
No nurse on staff.....	4	5	9
Visiting physician brings nurse.....	2	3	5
Nurse visits to give treatment.....	0	3	3
Girls taken to outside clinics for treatment.....	2	6	8

TABLE 41.—*Where treatments are given.*

	Reformatories.	Detention houses.	Total.
At institution.....	8	25	33
Minor treatments at institution.....			
Salvarsan given at outside clinics.....	3	7	10
Total.....			43

Serious cases sent to outside hospitals for lack of hospital facilities: Reformatories, 3; detention houses, 1.

TABLE 42.—*Clinical facilities.*

	Reformatories.	Detention houses.	Total.
(5) None in institution.....	3	3	6
(4) Limited equipment.....	0	6	6
(1) Excellent.....	4	10	14
(2) Good.....	4	11	15
(3) Fair.....	0	2	2
Total.....	11	32	43

Theoretically, the course of treatment given in every instance is that prescribed by the State board of health in the particular State.

Indeterminate sentence to a reformatory affords satisfactory time for the persistent treatment of venereal disease. In none of the reformatories is a girl paroled while in any degree infectious. An exception, as has already been stated, is the Kansas State Industrial Farm for Women in which patients are held under suspended court sentence. The State health board's ruling that patients be quarantined "for a reasonable amount of treatment, to be determined by the physician in charge," is observed, the average length of time they are held being 14 weeks, the maximum 24, and the minimum 9 weeks. Patients discharged from this institution are required to report periodically to a near-by clinic, whenever this is possible.

TABLE 43.

Clinics with follow-up system.....	8
Post card or letter only.....	5
Clinics closed.....	2
Never had a clinic.....	1

(Eighteen institutions parole to clinic on discharge. One detention house (now closed) bonded patients to responsible citizens, to report to clinic. Seven detention houses parole patients for exceptional reasons).

The average length of time patients are held under quarantine in the detention houses is 9.8 weeks, the maximum being 16, the minimum 5 weeks. (Information on this point was not available in two detention houses.) The percentage remaining under treatment until discharged as being noninfectious is naturally higher in the reformatories than in the detention houses, the general average for both being 89.6 per cent (figures not secured in two detention houses).

The isolation facilities appear in Table 44.

TABLE 44.—*Isolation facilities.*

	Reformatories.	Detention houses.	Total.
Separate hospital building.....	2	0	2
Whole floor of "cottage".....	1	0	1
Infirmaries.....	1	4	5
Separate rooms.....	4	14	18
None.....	3	6	9
Institution a quarantine hospital or ward.....	0	8	8
Total.....	11	32	43

The various types of medical follow-up work conducted by the institutions themselves or made available by cooperating agencies are given in Table 45.

TABLE 45.—*Follow-up work.*

	Reformatories.	Detention houses.	Total.
Parole officer on staff	3	0	3
Medical social worker on staff	0	4	4
County prohibition officers	1	0	1
State board of health social workers	0	5	5
Policewomen	0	13	13
Interdepartmental Social Hygiene Board agents do more or less follow-up work:			
Originally	9	22	31
January, 1921	7	15	22

<sup>1</sup> In North Carolina.  
<sup>2</sup> In 3 States.

<sup>3</sup> In 8 States.  
<sup>4</sup> In 14 States.

<sup>5</sup> In 6 States.  
<sup>6</sup> In 9 States.

Under the question, "What number of inmates treated in institutions had been treated for venereal disease before admission?" appearing in the questionnaire, too little information was secured to be of value. Exact data could have been found in the medical histories of quarantine patients, probably, but time for research was not adequate.

Thirty-three inmates, 4 in reformatories and 29 in detention houses, are recorded as having been innocent victims of venereal disease (information on this point not secured in 2 reformatories nor in 5 closed detention houses). Two girls, taken from unsuitable homes by the juvenile court and committed to the State home for girls for training and treatment, are thought to have been infected by their mother's towels. A woman and her infant, infected by the "monthly nurse," were admitted as volunteers to the quarantine section of the Kansas State Industrial Farm for Women.

Of the 7 little girls treated for gonorrhea in the Convalescent Home for Children, Walnut Creek, Calif., four, aged, respectively, 5, 7, 9, and 11 years, had been infected by their parents, both of whom were diseased. The father contributed a monthly sum toward their support in the home. Another, infected by her mother who had deserted, was brought to the home by her father; the sixth had been violated at the age of 4 by a "friend of the family"; the source of infection in the seventh was not known.

On the occasion of the revisit to Houston, Tex., it was found that the detention house for "younger girls," aided in its establishment by the President's fund, has extended the scope of its work to include special care for children infected with venereal disease. Eleven little girls and boys were under care, the first to be admitted. The sources of infection were not learned. None were sex offenders.

In the quarantine hospital, Kalamazoo, Mich., three little girls and their mother were treated for gonorrhea. The mother had one eye removed. The father was free from disease. In the same hospital a mother and her baby were treated, the baby for gonorrheal ophthalmia. The woman had been infected by her husband with gonorrhea and syphilis.

Two girls, 5 and 13 years of age, infected with gonorrhea by using their father's towels, were sent from the detention house in Augusta, Ga. (now under the juvenile court), to a hospital for treatment.

One case each in three other detention houses completes the list of infections for which the victims were not responsible: A young girl infected through an abrasion in the hip; a young married woman infected by her husband, who went voluntarily into quarantine; and a 3-year-old girl infected by her father, who in turn had been infected by the mother, who was serving 12 months in jail under sentence of court.

That provision for the care and treatment of young children infected with venereal disease through carelessness on the part of their parents or by accident might become a permanent feature of venereal-disease control programs was a hope expressed by more institution superintendents than those from whom the foregoing case histories were secured—those actually dealing with the problem. In view of this attitude, the fact that the board granted maintenance in the sum of \$514.43 from funds expressly appropriated by the Government for the protection of soldiers and sailors to assist the Convalescent Home for Children in California in an experiment along this line may escape criticism on the ground of human weakness in the face of so interesting an appeal.

Upon the question of tendencies toward homosexual practices information of a kind was secured in 10 reformatories and in 28 detention houses, the remaining 5 institutions having no figures to submit. One reformatory had noted none; one "almost none": four mentioned 3, 4, 5, and 6 cases, respectively; one considered that 33½ per cent of the girls, including the feeble-minded, needed watching, and knew of 12 actual cases, 7 of whom had been transferred to the State home for the feeble-minded. The remaining three institutions giving statements reckoned, respectively, that 10, 15, and 20 per cent of the girls have this tendency when first admitted. The 10 per cent estimate in an institution for both white and colored was said to be largely among the colored girls; a school for colored girls only reckoned the 15 per cent; and another for white girls, the largest estimate, 20 per cent. An inmate of the school for white girls recently infected a "clean girl" with gonorrhea. There are similar cases of record in this institution. In the school for colored the superintendent has frequent frank talks with

the girls, and it is definitely understood that such habits will prevent parole. Similar instruction and admonition is undoubtedly given in all the reformatories, this instance being mentioned only because of the particular emphasis laid upon it by the superintendent herself.

Two hundred and seventy-nine cases, or 6 per cent of the population (4,464) in 9 detention houses were of record; 82, or 5 per cent was the estimate in 2 others having 1,538 inmates between them; none had been discovered in 16 institutions representing 7,144, or 52 per cent of the total number of women and girls cared for in detention houses. Five institutions, representing 518 inmates, or 3.7 per cent of this total had kept no record. Omitting the last named, it appears that in 25 detention houses giving figures and in 2 submitting estimates a total of 361 cases, or 2.7 per cent of the total population cared for and treated in this group are recorded as having tendencies toward homosexual practices.

From figures secured in 36 institutions 9,181 of the women and girls admitted gave a history of sexual relations with soldiers and sailors, or both, the number in reformatories and detention houses being 1,249 and 7,932, respectively. Of the total number 2,474 admitted in reformatories between the early months of 1918 and January, 1921 (1,896 of these were infected with venereal disease), 558 or 30 per cent were considered "first offenders" or reformable. In the detention houses 15,609 women and girls were admitted during the same period, 13,664 being diseased. The number of first offenders admitted, by actual count in 20 institutions and estimates in 12 was 3,028 or 22 per cent. The total number of admissions in 43 institutions, then, was 18,063 (15,520 diseased), and the total number of first offenders was 3,586 or 26 per cent of those admitted as sex offenders, infected with venereal disease.

Based on estimates, it appears that in the 11 reformatories 79.1 per cent of the inmates under care would, if free, be a menace to the health of soldiers, sailors, and the civilian population. Similar estimates in 29 detention houses show a higher rate, i. e., 93.4 per cent. The estimate in the total number of institutions assisted, 43, appears as 89.5 per cent, a rate sufficiently high beyond question, it would seem, to warrant governmental assistance.

COMPARATIVE STUDY OF 23 NEW INSTITUTIONS ESTABLISHED AND 20 INSTITUTIONS EXPANDED.

Table 46 presents the volume of work accomplished, as represented by the number of patients treated in the 43 institutions receiving grants. The figures are arranged in two general groups, one applying to the institutions aided to establish and one to those aided to expand. The capacity, the number of inmates held for treatment and

care during the period between the early months of 1918 and January 1, 1921, the amount of governmental assistance and the average per capita per diem cost of maintenance of each group are stated. Analysis of these figures discloses that although the total number of institutions aided to establish (23) exceeded the number aided to expand (20) by three-twentieths, the combined capacity of those aided to expand was greater by about one-third and the number held for treatment by about one-half, the Government's participation in the expense being about two-fifths less than in those aided to establish. Incidentally 13 of the expanded group were old organizations and 7 were emergency institutions started independently of governmental grants.

Further study of Table 46 brings out the fact that 14 institutions in each group are still open, and that the capacity and the number held for treatment and care in the 14 aided to expand are practically double the corresponding figures in the other group, governmental participation in the expense being about one-third less. Incidentally 13 of the expanded group were old-established institutions.

TABLE 46.

	Number of institutions.			Capacity.			Number of inmates treated for venereal disease during period following grant (early months of 1918 to Jan 1, 1921).		
Aided to establish:									
Closed.....	9			363			1,203		
Open.....		14			588			4,434	
Total.....			23			951			5,637
Aided to expand:									
Closed.....	6			262			1,655		
Open.....		14			1,142			8,228	
Total.....			20			1,404			9,883
Total.....	15	28	43	625	1,730	2,355	2,858	12,062	15,520
	Governmental assistance.						Average per diem per capita cost of maintenance.		
Aided to establish:									
Closed.....	\$88,720.20		\$175,429.73		\$264,149.93		\$1.06	\$0.98	\$1.00
Open.....									
Total.....									
Aided to expand:									
Closed.....	15,583.01		147,356.82		162,939.83		1.07	1.31	1.24
Open.....									
Total.....									
Total.....	104,303.21		322,786.55		427,089.76		1.07	1.05	1.085

In Tables 47 and 48 giving, respectively, the general character of the social rehabilitative methods and the hygienic care in these two groups, classified in terms of excellent, good, fair, and poor, it appears that the social work in the "established" group is better developed than that of the "expanded," even though the original

standards, advocated by the Government agent, are not always being lived up to; while the hygienic care excels, on the whole, in the expanded group.

TABLE 47.—*Social rehabilitative methods.*

	Institutions aided to establish.		Institutions aided to expand.		Total institutions aided to establish and expand.	
	Originally.	January, 1921.	Originally.	January, 1921.	Originally.	January, 1921.
Excellent.....	2	2	5	5	7	7
Good.....	9	6	3	3	12	9
Fair.....	0	0	1	1	1	1
Poor.....	0	3	1	1	1	4
Nursing only, depending on outside agencies.....	3	3	4	4	7	7
<b>Total.....</b>	<b>14</b>	<b>14</b>	<b>14</b>	<b>14</b>	<b>28</b>	<b>28</b>

TABLE 48.—*Hygienic care.*

	Institutions aided to establish.		Institutions aided to expand.		Total institutions aided to establish and expand.	
	Originally.	January, 1921.	Originally.	January, 1921.	Originally.	January, 1921.
Excellent.....	2	2	7	7	9	9
Good.....	8	7	5	5	13	12
Fair.....	4	4	1	1	5	5
Poor.....	0	1	1	1	1	2
<b>Total.....</b>	<b>14</b>	<b>14</b>	<b>14</b>	<b>14</b>	<b>28</b>	<b>28</b>

**COMPARATIVE STUDY OF 16 INSTITUTIONS GIVEN BUILDING AND EQUIPMENT AID AND 21 INSTITUTIONS GIVEN MAINTENANCE.**

Grouped three ways to show the capacity, number of patients held for treatment, and amount of governmental assistance for (1) building and equipment, (2) maintenance, or (3) both, the figures used in Table 46 are given again in Table 49. The six institutions in group 3, receiving the sums of \$69,551.40 and \$77,421.26 for building and equipment, and for maintenance, respectively, would not materially affect, by their omission, a comparison between the two principal groups, 1 and 2, and are therefore not considered in the following computation: The number of institutions aided to build and equip (16) was about one-fourth less than the number given maintenance (21), according to Table 49; yet the group given maintenance held for treatment more than twice as many women and girls as the group aided to build and equip, despite the fact that the capacity was about one-fifth less. Governmental assistance toward building and equipment was nearly double the amount given for maintenance.

TABLE 49.

	Number of institutions.	Capacity.	Number of inmates treated for venereal disease during period following grant (early months of 1918 to January, 1921).	Governmental assistance.	Average per diem per capita cost.
1.					
Building and equipment, President's fund.....	16	1,168	4,423	\$180,448.60	30.72
2.					
Maintenance, Interdepartmental Social Hygiene Board's fund.....	21	906	9,130	99,668.50	1.38
3.					
Building and equipment, and maintenance, both funds.....	6	181	827	146,972.66	1.08
<b>Total.....</b>	<b>43</b>	<b>2,355</b>	<b>15,520</b>	<b>427,089.76</b>	<b>1.08<del>45</del></b>

The following tables, 50 and 51, present the general character of the social rehabilitative methods in use in the institutions receiving grants for building and equipment, maintenance, or both, and the hygienic care provided in these groups, respectively. Omitting the third group, aided in both ways, it appears that the social-work methods in the institutions that were aided to build from the start or to add buildings or equipment, or both, to their original plants is of a higher order than in the already functioning institutions to which maintenance was granted, the proportion of "excellent" and "good" in the first group being 12 to 16 institutions and only 10 to 21 institutions in the second group.

TABLE 50.—Social rehabilitative methods.

	Institutions aided.								
	Building and equipment.			Maintenance.			Building and equipment maintenance.		
	Originally.	Jan., 1921.	(Closed.)	Originally.	Jan., 1921.	(Closed.)	Originally.	Jan., 1921.	(Closed.)
Excellent.....	2	2	(0)	4	3	(1)	2	2	(0)
Good.....	10	4	(4)	6	3	(3)	3	1	(1)
Fair.....	2	0	(2)	2	1	(1)	1	1	(0)
Poor.....	0	2	(0)	2	1	(1)	0	1	(0)
Nursing only, dependent on outside agencies.....	2	2	(0)	7	5	(2)	0	0	(0)
<b>Total.....</b>	<b>16</b>	<b>10</b>	<b>(6)</b>	<b>21</b>	<b>13</b>	<b>(8)</b>	<b>6</b>	<b>5</b>	<b>(1)</b>

TABLE 51.—*Hygienic care.*

	Institutions aided.								
	Building and equipment.			Maintenance.			Building and equipment maintenance.		
	Originally.	Jan. 1921.	(Closed.)	Originally.	Jan. 1921.	(Closed.)	Originally.	Jan. 1921.	(Closed.)
Excellent.....	2	1	(1)	8	6	(2)	2	2	(0)
Good.....	14	8	(5)	5	3	(2)	2	1	(1)
Fair.....	0	0	(0)	7	3	(4)	2	2	(0)
Poor.....	0	1	(0)	1	1	(0)	0	0	(0)
Total.....	16	10	(6)	21	13	(8)	6	5	(1)

## ATTITUDE OF BOARDS OF HEALTH AND POLICE DEPARTMENTS.

The attitude of the various and local boards of health and of the police departments toward the institutions under consideration are presented in Table 52.

TABLE 52.

	Reformatories.	Detention houses.	Total.		
<b>Attitude of State health board:</b>					
Cooperative, good.....		11	29	40	
Fairly good.....		0	2	2	
Inactive.....		0	1	1	
Total.....	11	32	43		
<b>Attitude of local health board:</b>					
Cooperative, good.....		9	25	34	
Fairly good.....		1	3	4	
Critical.....		1	0	1	
Indifferent, apathetic, poor.....		0	4	4	
Total.....	11	32	43		
<b>Attitude of police department:</b>					
Cooperative, good.....		9	21	30	
Fairly good.....		2	2	4	
Indifferent, lax.....		0	6	6	
Uncooperative.....		0	3	3	
Total.....	11	32	43		

Table 53 shows the handicaps under which the various institutions are laboring.

TABLE 53.—*Handicaps.*

	Reformatories.		Detention houses.		Total.
	Open.	Closed.	Open.	Closed.	
Lack of laws against prostitution.....			4	5	9
Lack of law enforcement.....			4	7	11
Lack of clinical facilities.....	1	0	0	0	1
Lack of equipment.....	6	0	3	0	9
Lack of good management.....	2	0	2	7	11
Lack of medical follow-up work.....	1	0	2	6	9
Lack of suitable location.....	1	0	7	0	8
Lack of community interest.....	2	0	7	5	14
Lack of adequate support.....	6	0	3	3	12
Lack of interest and support.....	2	0	0	1	1
Lack of cooperation of social agencies.....	1	0	5	0	6
Lack of cooperating social agencies.....	0	0	1	4	5
Too independent to cooperate.....	2				2

**COMPARATIVE STUDY OF 15 DETENTION HOUSES HAVING FREEDOM UNDER SUPERVISION AND 17 HAVING GUARDS OR WATCHMEN, BARBED-WIRE FENCES, OR BOTH.**

As has been shown in a preceding section very careful consideration was given the classification of the various types and ages of diseased women and girls held for treatment and care, and that in so far as possible under the existing conditions this feature of the program was conducted discretionally. The questions involving the suitable location of quarantine stations, however, was hampered by the over-crowded state of cities and towns, particularly in the vicinity of military camps, to such a point that often, as in the case of the three detention hospitals assisted that were located under the same roof with jails, there was no choice at all.

Forcible detention was at no time an integral feature of the quarantine program, but it became plain in certain localities, notably those near the more populous military camps, that to erect barbed-wire fences around the premises, to employ guards or watchmen, or to resort to both expedients would be necessary, both as a protection against intrusion and to insure time for effective work.

Of the 32 detention hospitals receiving governmental assistance the policy of 15 was consistently freedom under supervision, while that of 17 became one of greater restriction of movement. A comparison of the volume of work accomplished in these two groups, with practically the same proportion in capacity and numbers treated (one to two-thirds, respectively) brings out the fact that an almost equally high degree of success attended the efforts of both. Incidentally governmental assistance was given in like ratio. Figures for this comparison are given in Table 54.

In the "freedom" group, however, the percentage of women and girls giving a history of sexual relations with soldiers or sailors, or both, is considerably larger, with a lower rate of those who, if free, would be a menace to the military and civilian population. This crystallizes the fact that more camp followers of the less hardened type were cared for than in the institutions finding guards necessary.

Referring again to Table 54, the disproportion between the number of escapes, 270, from the "freedom" group (three institutions gave no figures) and those from the "guarded" group, 194 (two institutions gave no figures), is insufficient to point out that the latter resorted to any very drastic forms of personal restraint.

Figures concerning the actual number of women and girls considered socially rehabilitated were available in only 5 of the freedom and 10 of the guarded group. The material offered for comparison throws the weight of superior achievement distinctly on the guarded side. credit being due, however, to the good social rehabilitative

methods in use in this group, and particularly to the cooperation of other agencies rather than to the fact of closer confinement of inmates. Table 55, presenting the quality of social-work methods in the two groups, needs a word of explanation in this connection. While the detention hospitals in the guarded group do not show as good internal resources for the social improvement of their inmates, the 7 appearing as dependent on outside agencies are assisted in this way very efficiently, notably by the field agents of the Inter-departmental Social Hygiene Board, many of whom are highly trained in work with delinquents.

No appreciable difference between the quality of hygienic care given in the two classes of institutions appears in Table 56. It will be noted that in the guarded group one institution that was rated "good" had been a backslider, taking its place now as "poor."

TABLE 54.

	Number of institutions.	Capacity.	Number of inmates treated for venereal disease.	Average length of time held for treatment (weeks).	Percentage giving history of sexual relations with soldiers, sailors, or both.	Percentage who, if free, would be a menace to the military and civilian population.
Freedom under supervision.	15	468	3,870	9.6	81	94
Guards, barbed-wire fences, both, or under police supervision	17	952	9,794	9.8	73	99.9
<b>Total</b> .....	<b>32</b>	<b>1,420</b>	<b>13,664</b>	<b>9.8</b>	<b>75</b>	<b>93.4</b>

  

	Percentage remaining under treatment until dismissed by the physician in charge.	Number of escapes.	Percentage considered socially rehabilitated.	Amount of governmental assistance.	Average per capita per diem cost of maintenance.
Freedom under supervision.	91.5	1,270	15.6	\$64,161.68	\$1.32
Guards, barbed-wire fences, both, or under police supervision	87.6	3,194	20	125,629.67	1.05
<b>Total</b> .....	<b>89.8</b>			<b>189,791.35</b>	<b>1.045</b>

<sup>1</sup> 3 institutions gave no figures.

<sup>2</sup> Only 5 institutions could give definite information on this point. Of the total number treated, 1,938, it was felt that 304, or 15.6 per cent, had made good. The remaining 10 institutions estimated a fair or negligible number but gave no figures.

<sup>3</sup> 2 institutions gave no figures.

<sup>4</sup> 10 institutions, the number treated being 6,148, felt that 1,238, or 20 per cent, had made good or were relatively improved.

TABLE 55.—*Social rehabilitative methods.*

	Institutions having freedom under supervision.			Institutions having guards, barbed-wire fences, both, or under police supervision.		
	Originally.	January, 1921.	(Closed.)	Originally.	January, 1921.	(Closed.)
Excellent.....	3	2	(1)	1	1	(0)
Good.....	7	2	(3)	7	2	(4)
Fair.....	3	1	(2)	1	0	(1)
Poor.....	0	2	(0)	1	1	(1)
Nursing only, dependent on outside agencies.....	2	0	(2)	7	7	(0)
Total.....	15	7	(8)	17	11	(6)

TABLE 56.—*Hygienic care.*

	Institutions having freedom under supervision.			Institutions having guards, barbed-wire fences, both, or under police supervision.		
	Originally.	January, 1921.	(Closed.)	Originally.	January, 1921.	(Closed.)
Excellent.....	4	2	(2)	5	4	(1)
Good.....	7	4	(3)	8	3	(4)
Fair.....	4	1	(3)	4	3	(1)
Poor.....	0	0	(0)	0	1	(0)
Total.....	15	7	(8)	17	11	(6)

Reasons for closing institutions in the two groups may be compared in Table 57.

TABLE 57.

	Institutions having freedom under supervision.	Institutions having guards, barbed-wire fences, or both.		Institutions having freedom under supervision.	Institutions having guards, barbed-wire fences, or both.
Camp closed.....	2	2	Destroyed by fire.....	1	1 <sup>4</sup>
Lack of interest.....	2	0	Absorbed.....	1	0
Lack of support.....	1	0	Total.....	8	6
Lack of both.....	1	0			

<sup>1</sup> Two have been replaced.

Assuming that certain institutions, because of their special problems found it necessary as well as expedient to employ such measures as guards and barbed-wire fences, comparisons between these and the detention houses permitting more freedom, because less embarrassed, are unsuggestive of appreciable advantages in favor of either course. It is true, however, that the physicians interviewed who are in charge of the work feel rather generally that better results are obtainable, from the point of view of health, when patients are literally held in quarantine.

## FINANCE.

Full statements as to the definite purposes for which Federal appropriations were made have been presented earlier, and the exact amounts expended for various purposes have been itemized. The accounting systems of both funds, the President's and the Interdepartmental Social Hygiene Board's, yield accurate information on these points. The amounts raised locally to balance governmental grants for building and equipment are also written in the archives at Washington.

In attempting, however, to estimate the total expense of carrying on the 43 institutions receiving grants for the period between the early months of 1918 and January 1, 1921, as it concerns the number of inmates or patients treated for venereal disease, the reviewer encountered difficulties. In the reformatory group, for example, the number receiving this specific form of medical care was 1,856, or 75 per cent of the total number (2,474). This much is clear, but since separate accounts for the additional expense involved in the treatment of venereal diseases were not to be had on short notice, if at all, the share in the total cost of upkeep and maintenance falling to the girls under treatment is uncertain. Such figures as could be secured will appear later in the separate histories of the institutions revisited.

In the detention-house group the number of patients treated for venereal disease was 13,664, or 87.5 per cent of the total number held. Here the same hindrance in computation of cost was met. In some instances, moreover, it proved impossible to extricate from involved city or county budgets the sums actually expended in the upkeep and maintenance of detention houses. The books of institutions closed prior to the revisit were not always available. The cost of drugs furnished by State boards of health, a considerable item, was not found included in the budget of any institution.

Figures as to the average per capita per diem cost of maintenance, without overhead, for the entire period under consideration were secured in all the institutions except four detention houses that are closed, and these are presented in Table 58. It will be noted that the general average for the past six months in the institutions that are open is higher than for the total number during the first six months. There was a median period in 1920, when expenses reached their maximum, it is said, the rate being higher than any quoted in Table 58. For six months preceding Federal grants the average rate in the seven reformatories that were open was \$0.64, lower than it has been at any time since. The uniformly lower rate appearing in the reformatory groups is accounted for by the fact that all except

one institution of this class (located in town) depend largely upon their own farm and dairy products and poultry for food supplies.

TABLE 58.—*Variations in the average per capita per diem cost of maintenance in reformatories and detention houses during stated periods and the general averages.*

	Number of institutions.	First 6 months of period following grant.	Number of institutions.	Past 6 months.	Number of institutions.	Entire period between early months of 1918 and Jan. 1, 1921.
Aided to establish:						
Reformatories.....	4	\$1.11	3	\$0.84	4	\$0.95
Detention houses.....	19	1.03	11	.96	19	.98
Both.....	23	1.04	14	.97	23	.93
Aided to expand: <sup>1</sup>						
Reformatories.....	7	.75	7	.83	7	.82
Detention houses.....	13	1.36	7	1.55	13	1.46
Both.....	20	1.15	14	1.31	20	1.24
Aided to establish and expand:						
Reformatories.....	11	.88	10	.86	11	.85
Detention houses.....	32	1.18	18	1.31	32	1.18
Both.....	43	1.10	28	1.15	43	1.085

<sup>1</sup> For 6 months prior to governmental assistance the average per capita per diem cost of maintenance in the 7 reformatories that were already functioning was \$0.64; in the 7 detention houses that had been opened it was \$1.33.

TABLE 59.—*Sources of financial support.*

	Reformatories.			Detention houses.			Total.
	Open.	Closed.	Total.	Open.	Closed.	Total.	
Popular subscription.....	1	0	1	1	3	3	5
City.....				8	5	13	
County.....					1	1	
State.....	8	1	9				9
City and county.....				3	1	4	
City and State.....				2		2	
County and State.....				1		1	
City, county, and State.....				8	2	10	
City, county, and popular subscription.....	1		1	2	2	4	
Total.....	10	1	11	18	14	32	43

#### SAMPLE QUESTIONNAIRE USED IN INVESTIGATION.

[The United States Interdepartmental Social Hygiene Board.]

#### QUESTIONNAIRE.

##### INVESTIGATION OF REFORMATORIES AND DETENTION HOUSES ASSISTED BY THE FEDERAL GOVERNMENT.

Name of institution:

Character of institution—

1. Detention house—Hospital or hospital ward.

(a) Juvenile—White, colored. White and colored.

(b) Adult—White, colored. White and colored.

(c) Juvenile and adult—White, colored. White and colored.

hacter of institution—Continued.

2. Reformatory—

- (a) Juvenile—White, colored. White and colored.
- (b) Adult—White, colored. White and colored.
- (c) Juvenile and adult—White, colored. White and colored.

lassification:

1. President's fund—

- (a) Aided to establish. Now closed.
- (b) Aided to establish. Now functioning.
- (d) Aided to expand. Now functioning.
- (b) Aided to expand. Now functioning.

2. U. S. Interdepartmental Social Hygiene Board fund—

- (a) Aided to establish. Now closed.
- (b) Aided to establish. Now functioning.
- (c) Aided, already functioning. Now closed.
- (d) Aided, already functioning. Now functioning.

ate of application for Governmental assistance:

ate of appropriation:

ate of opening of institution:

ate of closing of institution:

ate of investigation:

1. Name of institution:

2. Location:

3. Governmental assistance—

- (a) Amount:
- (b) Purpose—
  - 1. Building and equipment. Rent.
  - 2. Maintenance.
- (c) Source—
  - 1. President's fund.
  - 2. U. S. Interdepartmental Social Hygiene Board.
- (d) Was an investigation made by a Government agent before grant was approved?

4. Naval and military stations near by—

- (a) Number of stations:
- (b) Distance from institution:
- (c) Approximate number of men in each:

(Compare with situation at time of grant.)

(a) Number of stations.		(b) Miles distant.	(c) Number of men.	
Time of grant.	Time of investigation.		Time of grant.	Time of investigation.

5. History of institutions—

- (a) 1. When established?  
2. When expanded?
- (b) To meet a war emergency?
- (c) Definition of purpose:
- (d) Community resources at time of grant—
  - 1. Was there a venereal-disease clinic?

## Date of investigation—Continued.

## 5. History of institutions—Continued.

2. Was there a hospital or hospital ward for the treatment of venereal diseases?
3. (a) Was there a house of detention for the temporary care of white girls, whether diseased or not?
  - (b) Of colored girls?
4. (a) Was there an industrial school for white girls? (Reformatory?)
  - (b) For colored girls?
5. (a) Was there an institution for the confinement of convicted immoral white women?
  - (b) Colored women?
6. (a) Was there an institution for the care of feeble-minded white girls?
  - (b) Colored girls?
7. What emergency facilities were in use?
8. In giving assistance did the Government require that any certain standards be met?
- (e) Community resources at present time—
  1. Is there a venereal-disease clinic?
  2. Is there a hospital or hospital ward for the treatment of venereal diseases?
  3. (a) Is there a house of detention for the temporary care of white girls, whether diseased or not?
    - (b) Of colored girls?
  4. (a) Is there an industrial school for white girls? Reformatory?
    - (b) For colored girls?
  5. (a) Is there an institution for the confinement of convicted immoral white women?
    - (b) Colored women?
  6. (a) Is there an institution for the care of feeble-minded white girls?
    - (b) Colored girls?
  7. What emergency facilities are in use?
- (f) If institution has gone out of existence, why? If the removal of naval and military stations from the neighborhood is given as a reason, what inquiries were made into community conditions before closing the institution?
- (g) If still in existence, what are the handicaps, if any?
  1. Lack of support?
  2. Lack of local interest?
  3. Poor management, inefficiency of personnel?
  4. Unsuitable location?
- (h) Would institution serve a useful purpose if well managed?

## 6. Housing—

- (a) Give a brief description of institution. (Compare with description given in original application.)
- (b) 1. Capacity of institution at time of grant:
  2. Present time:
- (c) Heating system and hot-water supply:
- (d) Precautions against fire;

Date of investigation—Continued.

6. Housing—Continued.

- (e) Baths, showers, etc. Are there separate arrangements for inmates in communicable stages of a venereal disease?
- (f) Toilets. Are there separate toilets for inmates in communicable stages of a venereal disease?
- (g) Laundry facilities:
- (h) Furniture. Is it adequate? Incomplete?
- (i) Clothing and bedding. Conditions? Is the clothing of infected inmates washed separately?
- (j) Sleeping quarters—
  - 1. Separate rooms.
  - 2. Dormitories? Accommodate how many? Spaces between beds?
  - 3. Sleeping porches? Accommodate how many?
  - 4. Are two inmates permitted to sleep in the same bed?
  - 5. What provision for the isolation of inmates in communicable stages of a venereal disease?
- (k) Is there a recreation room?
- (l) Light and ventilation:

7. General administrative plan—

- (a) Methods of admission—
  - 1. Voluntary.
  - 2. By court regulations. Term of commitment:
  - 3. By quarantine regulations. Term of commitment:
- (b) Sources of complaint:
- (c) 1. Social histories of inmates:
  - 2. Case record system:
  - 3. Filing system:
  - 4. Where are records kept?
- (d) Classification of inmates—
  - 1. Age:
  - 2. Color:
  - 3. Character:
- (e) 1. Does institution provide a wise policy of hygiene instruction?
  - 2. Is educational propaganda disseminated?
  - 3. Are hygiene lectures given?
  - 4. Are motion pictures shown?
  - 5. By whom is this educational program carried out?
  - 6. Are the superintendent and officers required to familiarize themselves with hygiene subjects?
- (f) 1. Are mental tests given?
  - 2. What equipment for psychological examinations?
  - 3. What provision for the feeble-minded?
  - 4. Are psychiatric studies made of inmates?
- (g) What provision for maternity cases?
- (h) Food—
  - 1. Is it good, fair, or poor?
  - 2. Are efforts to reduce expenses carried too far in the matter of food?
  - 3. Do officers and inmates fare alike?
  - 4. Do inmates in communicable stages of a venereal disease eat at separate tables?

**Date of investigation—Continued.****7. General administrative plan—Continued.**

- (i) 1. What are the rules for visitors?
- 2. For letters?
- (j) How many officers and attendants are employed at institution?  
Salaries paid?
- (k) What are the powers of the superintendent?
- (l) To whom is superintendent responsible?
- (m) What is the proportion of employees to inmates?
- (n) What proportion is made for the relief of employees?
- (o) What is the spirit of the administration?

**8. Rehabilitative methods—****(a) Daily program—**

- 1. Number of hours spent in general housework:
- 2. Number of hours spent in work other than housework:
- 3. Number of school hours:
- 4. Time allowed for recreation:
- 5. Leisure. Is it supervised?

**(b) Vocational training. Prevocational training.****(c) Recreation. How organized?****(d) Character rehabilitation—**

- 1. Student government?
- 2. Honor system?

**(e) Religious observances. What provision for denominational services?****(f) Cultural opportunities—**

- 1. Library facilities:
- 2. Music:
- 3. Pictures:

**(g) Discipline. System of rewards and punishment. Locks and bars.****(h) Parole—**

- 1. What system of parole is in use?
- 2. Is there a system of indenture?
- 3. What wage system?
- 4. What methods are used in investigating homes from which inmates come before returning them to their homes?
- 5. What agencies cooperate?
- 6. What plans are made for constructive, rehabilitative disposition of inmates?
- 7. What proportion of inmates is it felt are socially rehabilitated?

**9. Hygienic care—**

- (a) 1. What diseases are excluded?
- 2. Are inmates examined for venereal disease on admission?
- 3. By a man or woman physician?
- 4. Are Wassermann tests part of the routine of admission?
- 5. Are tests for gonococcus part of the routine admission?
- (b) Classification of patients with reference to disease:
- (c) 1. Treatment given. Where?
- 2. Who makes the Wassermann tests?
- 3. Who gives the salvarsan treatments?
- (d) Follow-up work. Is it persistent?

State of investigation—Continued.

9. Hygienic care—Continued.

- (e) What number of inmates treated gave a history of sexual relations with soldiers and sailors?
- (f) What number of inmates treated in institutions had been treated for venereal disease before admission?
- (g) What number were of the first offender or casual type of sex offender?
- (h) What number treated were victims of a venereal disease innocently acquired?
- (i) What number, if free, would be a menace to soldiers, sailors, and the civilian population?
- (j) What are the tendencies toward homosexual practices?

(For President's fund group.)

*No. 1. Institutions established, now closed.*

- (k) 1. Average daily number of inmates treated for venereal diseases during the first six months:
- 2. Average daily number last six months:
- 3. Average daily number entire period of existence:
- 4. Total number during entire period:
- 5. Maximum number on any one day during existence:
- 6. Minimum number on any one day during existence:

*No. 2. Institutions established, now functioning.*

- 1. Average daily number of inmates treated for venereal disease during the first six months:
- 2. Average daily number past six months:
- 3. Average daily number entire period of existence:
- 4. Total number during entire period:
- 5. Maximum number on any one day during existence:
- 6. Minimum number on any one day during existence:

*No. 3. Institutions expanded, now closed.*

- 1. Average daily number of inmates treated for venereal disease during the first six months following grant:
- 2. Average daily number last six months of existence:
- 3. Average daily number entire period of existence following grant.
- 4. Total number during entire period following grant:
- 5. Maximum number on any day during period following grant:
- 6. Minimum number on any day during period following grant:
- 7. Average daily number for equivalent period prior to grant:
- 8. Total number for equivalent period prior to grant:
- 9. Maximum number on any one day during equivalent period prior to grant.
- 10. Minimum number on any one day during equivalent period prior to grant.

*No. 4. Institutions expanded, now functioning.*

- 1. Average daily number of inmates treated for venereal disease during first six months following grant:
- 2. Average daily number past six months:

Date of investigation—Continued.

9. Hygienic care—Continued.

3. Average daily number entire period of existence following grant:
4. Total number during entire period following grant:
5. Maximum number on any day during period following grant:
6. Minimum number on any day during period following grant:
7. Average daily number for equivalent period prior to grant:
8. Total number for equivalent period prior to grant:
9. Maximum number on any one day during equivalent period prior to grant:
10. Minimum number on any one day during equivalent period prior to grant:

(For the Interdepartmental Social Hygiene Board fund group.)

*No. 1. Institutions aided from date of establishment, now closed.*

1. Average daily number treated for venereal disease during first six months:
2. Average daily number last six months of existence:
3. Average daily number entire period of existence:
4. Total number during entire period of governmental assistance:
5. Total number during entire period of existence:
6. Maximum number on any one day during existence:
7. Minimum number on any one day during existence:

*No. 2. Institutions aided from date of establishment, now functioning.*

1. Average daily number treated for venereal disease during first six months:
2. Average daily number past six months:
3. Average daily number entire period of existence:
4. Total number during entire period of governmental assistance:
5. Total number during entire period of existence:
6. Maximum number on any one day during existence:
7. Minimum number on any one day during existence:

*No. 3. Institutions aided that were already functioning, now closed.*

1. Average daily number of inmates treated for venereal disease during first six months following grant:
2. Average daily number last six months of existence:
3. Average daily number entire period of existence following grant:
4. Total number during entire period of governmental assistance:
5. Total number during entire period of existence following grant:
6. Maximum number on any one day during period following grant:
7. Minimum number on any one day during period following grant:

State of investigation—Continued.

9. Hygienic care—Continued.

8. Average daily number for equivalent period prior to grant:
9. Total number for equivalent period prior to grant:
10. Maximum number on any one day during equivalent period prior to grant:
11. Minimum number on any one day during equivalent period prior to grant:

No. 4. Institutions aided that were already functioning, now functioning.

1. Average daily number of inmates treated for venereal disease during first six months following grant:
2. Average daily number past six months:
3. Average daily number entire period of existence following grant:
4. Total number during entire period of governmental assistance:
5. Total number during entire period of existence following grant:
6. Maximum number on any day during period following grant:
7. Minimum number on any day during period following grant:
8. Average daily number for equivalent period prior to grant:
9. Total number for equivalent period prior to grant:
10. Maximum number on any one day during equivalent period prior to grant:
11. Minimum number on any one day during equivalent period prior to grant:

- (l) What proportion of the inmates remain under treatment in the institution until discharged as being noninfectious?
- (m) What is the attitude of the State board of health?
- (n) What is the attitude of the local board of health?
- (o) What is the attitude of the police department?
- (p) Are the State laws adequate? Are they enforced?

10. Finance—

How supported—

- (a) How much is paid by the city?
- (b) How much is paid by the county?
- (c) How much is paid by the State?
- (d) How much is paid by the Red Cross?
- (e) How much is paid by the Public Health Service?
- (f) How much is paid by local private subscription?
- (g) How much is paid by national funds?

Cost of maintenance—

(For the President's fund group.)

No. 1. Institutions established, now closed.

- (a) Average per capita cost per diem first six months:
- (b) Average per capita cost per diem last six months:
- (c) Average per capita cost per diem entire period of existence:
- (d) Total cost for entire period of existence:

*No. 2. Institutions established, now functioning.*

Date of investigation—Continued.

## 10. Finance—Continued.

- (a) Average per capita cost per diem first six months:
- (b) Average per capita cost per diem past six months:
- (c) Average per capita cost per diem entire period of existence:
- (d) Total cost for entire period of existence:

*No. 3. Institutions expanded, now closed.*

- (a) Average per capita cost per diem first six months:
- (b) Average per capita cost per diem last six months:
- (c) Average per capita cost per diem entire period following grant:
- (d) Total cost for entire period following grant:
- (e) Average per capita cost per diem for a period prior to grant equivalent to period following grant:
- (f) Total cost for equivalent period prior to grant:

*No. 4. Institutions expanded, now functioning.*

- (a) Average per capita cost per diem during first six months:
- (b) Average per capita cost per diem during past six months:
- (c) Average per capita cost per diem during entire period following grant:
- (d) Total cost for entire period following grant:
- (e) Average per capita cost per diem for a period prior to grant equivalent to period following grant:
- (f) Total cost for equivalent period prior to grant:

(For the Interdepartmental Social Hygiene Board fund group.)

*No. 1. Institutions aided from date of establishment, now closed.*

- (a) Average per capita cost per diem first six months:
- (b) Average per capita cost per diem last six months:
- (c) Average per capita cost per diem entire period of existence:
- (d) Total cost for entire existence:

*No. 2. Institutions aided from date of establishment, now functioning.*

- (a) Average per capita cost per diem first six months:
- (b) Average per capita cost per diem past six months:
- (c) Average per capita cost per diem entire period of existence:
- (d) Total cost for entire period of governmental assistance:
- (e) Total cost for equivalent period since:

*No. 3. Institutions aided that were already functioning, now closed.*

- (a) Average per capita cost per diem first six months:
- (b) Average per capita cost per diem last six months:
- (c) Average per capita cost per diem entire period following grant:
- (d) Total cost for entire period following grant:
- (e) Average per capita cost per diem for a period prior to grant equivalent to period following grant:
- (f) Total cost for equivalent period prior to grant:

*No. 4. Institutions aided that were already functioning, now functioning.***Date of investigation**—Continued.**10. Finance**—Continued.

- (a) Average per capita cost per diem first six months:
- (b) Average per capita cost per diem past six months:
- (c) Average per capita cost per diem for maintenance entire period following grant:
- (d) Total cost for entire period following grant:
- (e) Average per capita cost per diem for a period prior to grant equivalent to period following grant:
- (f) Total cost for equivalent period prior to grant:

## PART III (A).

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### INDIVIDUAL HISTORIES OF DETENTION HOUSES.

[Alphabetical by States.]

1. Alabama. Detention house and hospital, Anniston.
2. Alabama. Detention house and hospital, Montgomery.
3. Alabama. Detention house (younger girls), Montgomery.
4. California. Isolation hospital, San Diego.
5. California. City hospital, ward L, San Francisco.
6. California. Convalescent home for children, Walnut Creek.
7. Florida. Detention house and hospital, Jacksonville.
8. Georgia. Detention house, Augusta.
9. Georgia. Detention house and hospital, Macon.
10. Illinois. Lake County Hospital, pavilion, Waukegan.
11. Kentucky. Jefferson County institutions, Louisville.
12. Maryland. Mercy Hospital, quarantine ward, Baltimore.
13. Maryland. Morrow Hospital, Baltimore.
14. Michigan. Fairmont Hospital, quarantine cottage, Kalamazoo.
15. Mississippi. Detention house and hospital, Hattiesburg.
16. Missouri. Detention house, St. Louis.
17. New York, N. Y. Florence Crittenton League (detention house).
18. Ohio. Welfare home for women, Akron.
19. Ohio. City hospital, quarantine ward, Cincinnati.
20. Oklahoma. Detention house and hospital, Lawton.
21. South Carolina. Detention house and hospital, Columbia.
22. South Carolina. Detention house and hospital, Spartanburg.
23. Tennessee. Detention house and hospital, Chattanooga (Florence Crittenton Home).
24. Tennessee. Detention hospital, Chattanooga.
25. Tennessee. Detention house and hospital, Memphis.
26. Texas. Detention house and hospital, Houston (city farm).
27. Texas. Detention house (younger girls), Houston.
28. Texas. Detention house and hospital, San Antonio.
29. Texas. Detention house and hospital, El Paso.
30. Virginia. Detention house and hospital, Newport News (city farm).
31. Virginia. Detention house and hospital (younger girls).
32. Virginia. Detention hospital, Norfolk.

DETENTION HOUSE AND HOSPITAL OR "THE LODGE," ANNISTON, ALA.

[February 21, 1921.]

In March, 1918, an appropriation from the President's fund was recommended by the Government agent for the establishment of

a detention house and hospital in Anniston, and in August of the same year a check for \$2,500 was sent the governor for this purpose, a similar amount having been pledged locally. The institution opened September 1, 1918. The delay was due to difficulty in finding a suitable location. A furnished house was finally secured on a year's lease at a monthly rental of \$125.

Camp McClellan, 4 miles from Anniston, had in March, 1918, a complement of 22,370 men in training and social conditions were abnormal. Camp followers were arriving daily, many of them the lowest type of prostitute. Anniston had a venereal-disease clinic, but no community resources whatever for the detention and care of women and girls arrested as prostitutes and found on examination to be diseased; the jail was in use as an emergency facility.

The Lodge supplied a genuine need. A two-story frame house with a small back yard, formerly a "sporting house" in the colored section of town, was rented. It was completely furnished and had nine bedrooms. Three of the smaller rooms were reserved for isolation purposes, and cots were added to the remaining six, so that each accommodated 3 or 4 inmates. The total capacity was 25.

Open fireplaces were used for heating. Four baths and four toilets made it possible to provide separate accommodations for diseased inmates in infectious stages of venereal disease. The laundry work was done in a good room for that purpose, but there were no stationary tubs. Each girl washed her own clothing, and the tubs were disinfected systematically. The bedding supply was ample and in good condition. The inmates were often unsuitably clothed, but they were clean and well disciplined.

White women and girls over 14 were admitted. The term for which they were sent to The Lodge by court regulation was from 30 days to 6 months; under quarantine regulation, for the period of infectivity. The majority of commitments were Federal, pending trial for 11 months and 29 days.

The inmates' names were entered in a so-called "history book," no case record being taken at the institution. The girls' protective worker took social histories, however.

The younger girls were kept apart from the older offenders very carefully.

The food was good and inmates and officers fared alike.

The daily program was about three hours of housework and two of sewing. The girls were taught to cook. Neither recreation nor leisure was particularly well planned, but both were supervised. Recreation was for the greater part indoor games and dancing. A magic lantern, a phonograph, and a fairly good collection of books and magazines were part of the equipment.

Chapel was held daily, and Sunday school regularly. Occasionally a minister would conduct a special service.

Provost guards from the near-by camp kept watch, but there was no attempt at locking the inmates in their rooms.

Anniston was particularly lacking in social agencies. The Travelers Aid Society had a war worker there and the Red Cross a representative, but no permanent local agencies existed. The Red Cross still maintains a home service office under an able executive secretary, and a juvenile probation officer has recently been appointed.

Three resident employees were provided, a superintendent and two matrons. The superintendent had full charge; she was responsible to a detention-house committee of representative men and women.

A room at The Lodge was equipped for clinical work. The blood for Wassermann tests was taken by the Government clinic nurse and sent to the State laboratories for testing. The clinician in charge of the venereal-disease work has the carefully preserved medical histories of the 36 inmates who were found on examination to be infected. The average daily number treated was 6. The police department was uncooperative and a large percentage of the women arrested were released on the payment of fines, even though diseased. A number of the inmates (statistics not available) were young girls free from disease, brought in by the girls' protective worker of the Commission of Training Camp Activities. Of the 36 treated for venereal disease all, when rendered noninfectious, were transferred to industrial schools and reformatories in other States, some by the Federal authorities and others through the activities of the superintendent and girls' protective worker. From the point of view of health the work was thorough and successful, as far it went. All the inmates except two had had sexual relations with soldiers.

The financial agent for the Government's appropriation rendered an itemized account of expenditures to January 6, 1919, showing an unexpended balance of \$845.78. This report is on file with the Inter-departmental Social Hygiene Board. The balance was spent as follows:

For 6 months' rent, February 1, 1919, to June 30, 1919	\$750.00
On account rent for August, 1919	55.78
<b>Total</b>	<b>\$750.78</b>

The statement of the financial agent for the local funds is:

Received in subscriptions	\$1,331.25
Received from Government for "feeding Federal prisoners"	508.40
<b>Total receipts</b>	<b>\$1,839.65</b>

**Expended:**

Salaries	\$542. 50
Fuel, light, water	149. 29
Provisions	477. 58
Petty cash for food	119. 33
Sundries	271. 06
Balance rent, August, 1919	69. 22
	\$1, 628. 98
Balance on hand	430. 67

It is proposed to apply this balance to a fund for a bronze tablet in honor of the soldiers of Anniston.

The Lodge closed March 31, 1919, and five months' rent was paid for the unoccupied premises on the terms of the lease. Of the Government's appropriation, \$680.78 went in this way.

Former committee members state that the closing of The Lodge before the expiration of the lease hinged on funds and the fact that the need practically disappeared with the closing of Camp McClellan. Anniston at once settled down to pre-war complacency, and it would have been impossible to collect the unpaid subscriptions. The Lodge had been without occupants for 10 days prior to closing.

As an outgrowth of governmental activities along social-hygiene lines, however, a visiting nurses' association has been formed in Anniston and \$6,000 raised for the salaries of two nurses, one white and one colored, for the city health department. These nurses are deputized by the sheriff and the mayor to enforce attendance at the venereal-disease clinic. If the city takes over this association, as expected, it will become a permanent feature of public-health work and be far more acceptable to the community than detention under the State health regulations.

The spirit of The Lodge's administration was merely to meet the emergency of the hour. The police department activities grew lax while the camp was closing; there was no longer a girls' protective worker in the field; the number of inmates fell to one, then to none; and the committee accepted the situation without inquiry into the possible need of a permanent detention house. The activities of the recently appointed juvenile probation officer are bringing to light, however, the need for detention facilities to include on the care and treatment of venereal disease a smaller scale than those provided by The Lodge.

## DETENTION HOSPITAL, MONTGOMERY, ALA.

[February 24, 1921.]

An appropriation of \$2,500 was made from the President's fund, on the recommendation of the Government agent, to aid in the establishment of a detention hospital in Montgomery, Ala., on the usual terms.

The financial agent rendered a report to January 7, 1919, on file with the Interdepartmental Social Hygiene Board, showing an unexpended balance of \$506.73. The expenditures since that date have been:

Salaries	-----	\$480.30
Plumbing	-----	100.00
Lumber and labor	-----	23.34
 Total	-----	 603.64
Balance Jan. 7, 1919	-----	506.73
 Deficit Feb. 24, 1921	-----	 96.91

Two one-story frame cottages, one for white and one for colored women and girls, were given rent free by the city. They are situated 3 miles from Montgomery in the emergency hospital grounds, within the city limits. A high barbed-wire fence was built around them, inclosing about 2 acres of ground. The rooms are large and airy and screened porches surround the houses, which are alike in size and construction. The location is considered desirable and appropriate by the State health officer. The Government grant was used for furniture and clinical equipment and to install plumbing.

Camp Sheridan, with a complement of 21,804 men in training, was located just 2 miles out of Montgomery. There was a venereal-disease clinic in town, but no hospital or hospital ward for the treatment of venereal disease. In fact, there was no community resource for the quarantine and care of diseased women and only a limited number of juveniles could be committed to the State industrial school for girls (white) near Birmingham. Jails and the county workhouse were being utilized. The situation needed a remedy. A committee of men with a woman's advisory board was appointed to organize the detention or quarantine hospital for women and girls, which opened May 29, 1918. The Government also assisted in establishing a detention house for younger white girls in order that they might not suffer from close contact with more hardened types. A separate history of this detention house is given elsewhere.<sup>1</sup> When it closed, October 15, 1919, part of the furniture was given the quarantine hospital.

The capacity of the white and colored cottages of the quarantine hospital is for 20 inmates each. Stoves are used for heating. There are only two baths and two toilets in each. By the careful use of disinfectants this equipment is made to suffice.

The laundry work is done under difficulties. Portable tubs are used in open spaces under the houses. There is a good drying yard. Each girl washes her own clothing separately.

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<sup>1</sup> See the following account of "Shelter Lodge."

Each cottage has five large rooms. The superintendent occupies one room in the white cottage, the colored matron one in the colored cottage. The other rooms are used as kitchens, dining rooms, and dormitories. The beds are less than 3 feet apart. For summer the cots are moved out on the sleeping porches. The light and ventilation is good.

Patients are admitted under quarantine for the period of infectivity. If willing, their cases are not brought up in court until after treatment. Diseased women and girls are held on Federal charges pending trial.

Social histories are not taken. There is no case-record system. The superintendent says the majority are immoral, mill-town girls.

Maternity cases, of which there have been 24, are cared for at a Catholic hospital in Montgomery. The Alabama Children's Aid Society usually provides foster homes for the babies.

Psychological examinations are not made. Two patients have been transferred to the State hospital for the insane, but there is no provision for the feeble-minded until the State colony, the foundation for which is now being laid at Tuscaloosa, is opened.

The food is only fair, and strict economy is necessary. The officers and patients fare exactly alike.

Men visitors, except fathers, are never allowed; women are admitted at any time.

Usually the entire forenoon is occupied in the housework and laundry work. The girls are kept busy making their own garments for about three hours in the afternoon. They are encouraged to make more suitable garments to go away in than those they formerly wore.

Recreation is not planned nor is leisure, but the girls are under constant supervision, and the superintendent is tireless in her efforts to keep them interested and contented.

Special privileges are given for good conduct. The oldest resident is given the keys and certain supervisory duties.

No clergymen ever go to the detention hospital. Sunday evening services are held by the superintendent and short devotional talks are given at all three meals.

The book supply is negligible, there being a poor assortment of about 30 books.

No instruction is given in music, but the girls sing a great deal and dance in the evening. For the white cottage dining room there is an old piano and a phonograph. The colored cottage has a phonograph.

The associated charities, Travelers' Aid Society, and Young Women's Christian Association are cooperative. They not only assist in making plans for the girls after discharge but secure gifts of cloth-

ing and phonograph records. The superintendent, formerly a teacher in Chicago, is successful in interesting public-school teachers in individual girls.

Three girls have been restored to their homes, two are in hospitals in nurses' training, one has been placed as an adopted member of a family to be educated, and seven have married comfortably. The superintendent corresponds with some social agency near a discharged girl's home and keeps in touch with others by direct correspondence.

A training school for colored girls under 18 will be opened next month at Mount Meigs by the Alabama Colored Womens Clubs. A limited number of juvenile colored girls may then be committed for treatment and care during their minority.

From February, 1919, to February, 1920, the institution was without a colored matron, none being available, and the superintendent had no assistant at all. No plan was made for her relief so that she was closely confined and greatly overtaxed. Little active interest is evinced by the local authorities, and citizens generally look askance at an institution for diseased and delinquent girls. All of this tends to discourage the strong-willed genuine love for her work. The atmosphere of the hospital is exceedingly homelike and the girls are, with few exceptions, loyal to the superintendent and fond of her personally.

The State health officer directs the work, the superintendent having full managerial power but no voice in the policies.

Examinations for venereal disease are made at the clinic in Montgomery, but all treatments are given at the quarantine hospital. Blood for Wassermann tests is taken by the clinician or the clinic nurse: the tests are made at the State laboratories. Treatments are given regularly in the treatment room at the detention hospital by a visiting physician and nurse. Minor treatments are given by the superintendent from day to day following the directions of the physician in charge. The average length of time patients are held is 12 weeks. The average daily number of treatments is 21. Eighteen girls have escaped and 17 have been paroled for special reasons to report to the clinic in Montgomery.

Until the close of Camp Sheridan, March, 1919, all of the patients admitted had had sexual relations with the soldiers. The total number of admissions to January 1, 1921, is 306.

The city of Montgomery appropriates 50 cents per capita per diem for maintenance and operation.

July 1, 1919, when the local funds were exhausted, the State board of health made a contract with the city to furnish medical care and drugs, the city to continue maintenance at 50 cents per capita per diem, and to pay the salaries of the superintendent and

the colored matron. The original committee and the woman's advisory board has been dropped and the superintendent is working single-handed against obvious difficulties. The city commissioners are said to be out of sympathy with the work and in favor of a vice district. Nevertheless the contract with the State board of health was renewed July 1, 1920, and the State health officer intends, if possible, to continue it as long as the State will appropriate money for the control of venereal diseases. The police department is cooperative.

With the active support and interest of the State health department this detention hospital promises to become a permanent institution. The fact that the new municipal hospital, now being built, is to have a venereal-disease ward is a still further indication that Montgomery is arming itself against the inroads of this menace.

#### DETENTION HOUSE OR "SHELTER LODGE," MONTGOMERY, ALA.

[February 24, 1921.]

On the recommendation of the Government agent \$2,500 was granted from the President's fund to aid in the establishment of a detention house in Montgomery for white girls and young women. There was no age limit. The purpose of Shelter Lodge was to round out the work of the girl's protective officer of the Commission on Training Camp Activities. Girls from rural districts, without equipment in education or business training, who had come to Montgomery to secure "war work," often drifted into misfortune and were arrested on a charge of vagrancy. They were sent to Shelter Lodge for a term of three to six months. A few who had not yet been arrested were taken in for preventive work. The policy of the institution was to reject diseased girls until after they had been treated in the detention hospital, another beneficiary of the President's fund, until rendered noninfectious, but exceptions were made for special reasons. A detention-house committee of representative men and women was formed and a two-story frame house on one of the principal downtown streets rented. It had formerly been a boarding house of good class. There was a yard in the rear large enough for drying clothes but too small for recreation and exercise. The work was done inconspicuously, and nothing marked the premises as a detention home.

The Federal grant of \$2,500 was pooled with a similar amount raised locally and checks were drawn against the joint fund to pay for equipment, rent, salaries, food, dental work, etc. Shelter Lodge opened August 28, 1918..

The capacity of the institution was for 20 girls. The house was heated by stoves and a boiler attached to the kitchen range supplied

hot water. Each floor had a bath and toilet. There were no stationary laundry tubs. The diseased girls washed their own clothing separately.

Four large bedrooms accommodated five girls each. A recreation room was equipped with a phonograph, current magazines, and a few books. The women on the committee took an active interest and made the house comfortable and attractive. The rooms were all airy and light.

The total number of admissions to August 1, 1919, when Shelter Lodge closed, was 35. Among them were 3 volunteers. The girls were always under the close supervision of an excellent superintendent, who was in charge until the close. Case histories were taken by the girls protective officer, latterly a field agent of the Inter-departmental Board, but the superintendent herself kept no social histories.

Mental tests were not given. Three maternity cases were kept at Shelter Lodge until in labor, when they were removed to St. Margaret's Hospital.

The food is said to have been good, the superintendent and girls faring alike.

The forenoon was occupied by the housework. The superintendent was skillful in spinning the work out to keep the girls busy. Cooking and sewing were taught. Indoor games and dancing were encouraged, but there was no organized plan for recreation.

Bible study was conducted by the superintendent daily, and Sunday afternoon praise services.

Two girls, for exceptional reasons, were paroled to go to work, with good success. Two others were restored to their homes and three married.

The superintendent was responsible to the chairman of the detention-house committee. She had the active support of the women on the committee, as already stated; also the cooperation of the associated charities, Travelers Aid Society, Young Women's Christian Association, and the juvenile court. Members of the woman's committee relieved the superintendent a half day once a week.

It is estimated that 28 of the 35 girls admitted had had sexual relations with soldiers. Three young girls, for exceptional reasons, were admitted, although diseased, and taken to the Government clinic for treatment, instead of being sent first to the detention hospital.

After the closure of Camp Sheridan, March 15, 1919, the pressure of the work began to subside. It seemed wise to combine the detention house with the detention hospital, but Shelter Lodge was kept open until August 1, 1919, the funds being exhausted. The furniture, some of which had been donated, was distributed among local organizations, the detention hospital receiving a share.

The books of the financial agent show an unexpended balance of \$9.62. It has been suggested that this be turned over to the Anti-tuberculosis Society to close the account.

The financial agent says that although Montgomery ordered all the known prostitutes out of town before Camp Sheridan was established, the city was soon thronged with camp followers from elsewhere. He feels that Montgomery assisted the Government faithfully during the war in seeing that its problem of protecting the health of the soldiers was well done, on a dollar-for-dollar basis. It is generally felt that a fine purpose was well served but that any attempt to continue Shelter Lodge on a permanent basis would have been blocked by the city officials unless supported entirely by popular subscription, which would have been impossible.

NOTE.—The same war conditions, due to the proximity of Camp Sheridan, affected Shelter Lodge and the detention or quarantine hospital in Montgomery, described elsewhere. The community resources were also identical. See preceding report on the detention hospital.

#### ISOLATION HOSPITAL, MISSION VALLEY, SAN DIEGO, CALIF.

[March 22, 1921.]

In 1917 San Diego County appropriated \$10,000 toward a venereal-disease isolation hospital. Although the county owned land suitable for the purpose, a site was purchased adjoining the quarantine hospital in Mission Valley, about 6 miles from the center of San Diego City. Labor and lumber were high. The city paid part of the cost of construction. The hospital opened March 13, 1918.

As a hospital the arrangement of the rooms is fairly good. Two wards for syphilis and gonorrhea, respectively, and a well-equipped operating room are separated from the dining room, kitchen, and laundry by a wide hall. A douche room, with 10 stalls, and a fumigating room are in the basement. Two wings serve, respectively, as special isolation quarters and as living rooms for the officers. The hospital is entered through a small office with an inner door opening into the main central hall. This door is kept locked and no one passes except by permission of the supervising nurse. Visitors are never allowed. By special courtesy the field agent of the Interdepartmental Board is permitted to interview newly admitted patients for the purpose of taking their social histories, but the patients are not seen again until ready for discharge, when, again, by special courtesy, the field agent is notified. Ministers and church societies are barred on the ground that the institution is strictly an isolation hospital. A high board fence, surmounted by barbed wire, surrounds the plot of ground on which the hospital stands. Besides the supervising nurse there is a day and a night nurse, a cook (a former patient), and a watchman. The average number of inmates is 22,

making the proportion of attendants to patients high. The hospital is extremely orderly and clean.

Adult women, white and colored, are admitted. Mexicans are in larger numbers than negroes.

Fifty women have entered voluntarily through the venereal-disease clinic in San Diego; 20 others applied at the door. Court sentence for violation of the vice law against prostitution is \$50 or 50 days: under quarantine regulations women are committed for the period of infectivity.

The capacity is for 36. The building is steam heated and the hot-water supply is adequate.

Each ward is equipped with two showers, one bathtub, two toilets, and three washbasins. Despite the fact that the place is kept immaculately clean, no emphasis is put upon the separate use of these facilities by inmates in communicable stages of venereal disease.

No training of any kind is given, not even in cooking and sewing.

All clothing and bed linen is sent to the steam laundry where it is disinfected.

No recreation room is provided and neither such recreation as the girls plan for themselves nor their leisure is supervised. About two hours in the morning are occupied in the general ward work and the superintendent occasionally reads to the patients in the afternoon. The yard is provided with benches, but the patients are not encouraged to sit outdoors because of the temptation to scale the fences. Chairs are not provided in the wards, which are bare, except for the beds, with a locker each. As a result, the beds are used for lounging, for card games, or any other activity. Smoking is indulged in freely. Idleness is practically the order of the day, to the regret of the superintendent, who is inclined to accept this condition as a necessary evil, however.

Books are not provided, and pictures, for sanitary reasons, are not allowed. A wornout phonograph supplies the only music.

No attempt is made at psychological examinations.

Maternity cases are removed to the county hospital when in labor, and returned to the isolation hospital after 10 days, with the baby. There have been four births.

The food is good. Patients and officers fare alike.

The superintendent is a nurse who is without special social-work training, but who nevertheless takes a warm personal interest in the patients. She keeps in touch with many of them after discharge and states that 12 are doing well: 6 in San Diego, 3 in San Francisco, and 3 in Salt Lake City.

With no voice as to policy her powers are limited to the inside management. She is responsible to the city physician in charge, who, in turn, is under the city health officer.

The number of admissions to January 1, 1921, is 810. Examinations for venereal disease are made of volunteers by the supervising nurse; others by the city physician. The nurse takes the blood for all Wassermann tests, which are made at the city laboratory. Nine weeks is the average length of time patients remain under quarantine (6 weeks for syphilites, 12 for gonorrhea cases).

Statistics as to the number of patients admitting having had sexual relations with soldiers and sailors were not available. The estimate is placed at two-thirds as a fair proportion. One hundred per cent, it is felt, were on admission a menace to the health of soldiers, sailors, and the civilian population. The average daily number treated is 22, the maximum being 48, the minimum 7.

The city supports the isolation hospital. In December, 1919, when there were only four inmates, the per capita per diem cost of maintenance was \$2.90. As the population increased this rate gradually dropped, so that the general average has been \$1.60. The total cost of maintenance and operation to January 1, 1920, has been \$40,660.61.

Good work is being done from the health side. The physician in charge is said to be somewhat irregular in attendance, however. Eight hundred and ten patients have been admitted. There have been 20 escapes, all except 1 returned by the police. The number of repeaters is 25. The attitude of the administration toward social service has been benighted and arbitrary. Plans of the field agent have been ruthlessly wrecked. The stumbling block in this respect has been a city health officer with a closed mind and open approval of a restricted district. His successor, recently come into office, it is hoped, will incorporate social service in the hospital policy.

In order that the hospital might add a building with a recreation room and a room in which vocational training would be given, the Interdepartmental Board granted maintenance for five months, from February 1, 1919, to June 30, 1919. The amount paid on a per capita per diem basis of \$2.17 was \$5,691.01. The city set aside an equivalent amount and plans were drawn for the new building. Three times these plans have been rejected by the city council on technical grounds. The last time there was 70 cents called for in the plans which did not appear in the specifications. This small matter has been adjusted and it is supposed that very soon work will be commenced. The city has established a vocational home for girls in San Diego City, which will serve as a clearing house for patients after their discharge from the isolation hospital. A social-service agent will be on duty at this home and at the hospital. The outlook, therefore, for improved conditions is good.

## WARD L, SAN FRANCISCO HOSPITAL, SAN FRANCISCO, CALIF.

[March 31, 1921.]

During the month of August, 1917, the San Francisco Board of Health, at the request of the War Department of the United States Government and in accordance with a plan outlined by the Army and Navy through the Commission on Training Camp Activities, established a venereal-disease clinic at the city prison and opened ward L of the San Francisco Hospital for the detention and treatment of women arrested as vagrants or on charges of prostitution and found on examination to be diseased; drug addicts infected with venereal disease were included in this group. The department of health has weathered active opposition and popular disapproval of this attempt to enforce a so-called "freak" theory, with the result that the clinic and ward L are still flourishing without apprehension of blight.

Owing to the heavy tax on the 1919-20 hospital budget due to the advance in wages, food prices, and medical supplies, it was feared that ward L would be ordered closed. At this point a request for maintenance from the Interdepartmental Board was granted: Ward L was subsidized for a period of eight months—May 1, 1919, to December 31, 1919—on a per capita per diem basis of \$1.50. The balance of the actual cost of operation and maintenance was borne by the city and county. The total amount paid by the board was \$11,819.16.

Ward L occupies the sixth floor of one wing of a very fine hospital. It consists of two separate rooms for isolation purposes, four cubicles of nine beds each (one for diseased drug addicts exclusively, the others for the segregation of various forms and stages of venereal disease), an operating and a treatment room, a dispensary, a diet kitchen and dining room, a solarium and roof garden. There is a panoramic view on all sides from the many windows and the ventilation is excellent. The sanitary facilities are adequate. An iron grating at the foot of the stairs leading to the ward is guarded by a police officer on duty on the floor below. Otherwise the patients move freely about the ward. There is a good staff of nurses and the health department is painstaking and interested. From the point of view of health the whole arrangement and general equipment are admirable.

Adult women, white and colored, are admitted. There is no classification as to age and color, but at the request of the Interdepartmental Board's field agent or the State board of health's social-service worker a very young woman is placed by herself in one of the separate cubicles.

Admissions may be voluntary or by court and quarantine regulations. There are no jail sentences for violators of the city ordinance against prostitution, but suspended disposition of a case until the woman is returned to court by the health officer. An exception to this arrangement is that drug addicts, if pickpockets as well as prostitutes, are treated as prisoners.

The only social histories of the inmates of ward L are those taken by the board's field agents and State board of health social-service workers. The women held in ward L are on the whole the hardened type.

Mental tests are given by the psychologist of the city board of health, on request, in exceptional cases. An intensive psychological study was made recently of 100 cases.

The unmarried mothers department of the associated charities takes over the maternity cases in good time, placing the expectant mothers in hospitals. Twenty-eight births are recorded.

Three good meals are prepared in the diet kitchen of ward L, and milk is served at 9 p. m.

The original freedom given in the matter of visitors was so abused that now absolute restriction is the rule. No visitors are allowed in the ward but parents and relatives may secure a pass from the city health officer on regular visiting days, and interview patients in the corridor outside the ward in the presence of the police officer on duty.

Letter writing is not restricted and incoming mail is no longer opened, in observance of the Postal Laws of June 10, 1920.

Practically the whole forenoon is occupied in cleaning the wards and in taking treatments. In the afternoon at least two hours are spent in making hospital bandages. Hospital aprons are made by the patients on a sewing machine. Incidentally, comfortable bath robes are supplied by the hospital.

Basketry was taught for six months until recently by a field agent of the board. No volunteer was available to carry on this work when it had to be dropped.

It would be impossible to organize recreation, the superintending nurse says. "The patients are lazy, indolent and unresponsive." Calisthenic exercises were tried for awhile, but the patients made all sorts of excuses to escape them. The solarium is a comfortable room for lounging and the roof garden a wonderful place to take the air and the patients make themselves at home in both places.

No religious services are conducted. Roman Catholic sisters visit occasionally.

No musical instruments are provided and pictures are not allowed for sanitary reasons. The work of ward L is conducted on strictly hospital rules. About 1,000 volumes of discarded books donated by

the free public library are for the patients' use. A great deal of reading is done. According to the superintendent the majority of the women have gone through grammar school, at least. Illiterates are the exception.

Fractious cases may be arrested by the police officer on duty on the floor below and removed to jail.

Ward L has the active cooperation of the associated charities, Travelers Aid, the policewomen, and the House of Friendship, which has capacity for 14 and a personnel of 5 social-case workers, including the housekeeper. The board's field agent is always in close touch, and 24 hours' notice is given her before patients are dismissed. The 1920-21 annual report of the field agent on 144 cases studied intensively shows 18 per cent making good and 18 per cent holding steady. Having in mind the recent psychological study made by the health board's psychologist, and the high percentage found to be mentally low grade, the city health officer estimates that the normal group was salvaged by social service. If the bill for an appropriation for the maintenance of the State farm for women, now before the legislature, should be passed, care will be available for the borderline-but-reformable cases on long-term sentences, and the possibilities for successful rehabilitative work greatly increased.

The supervising nurse is responsible to the superintendent of the city and county hospital (indirectly to the city health officer). Her powers are limited to supervision of the ward work.

Examinations for venereal disease are made at the jail clinic under order of the police court. If sufficient evidence of disease is found the women are sent at once to ward L. Wassermann tests are made by an interne at the city and county hospital and the city bacteriologist.

Patients in infectious stages of syphilis are kept in separate rooms at first. Drug addicts who are also diseased are kept in a separate room during the withdrawal stage; they are kept in a separate cubicle all the time. The three other cubicles are used progressively as the disease clears. The average length of time patients remain under treatment is 9 weeks (syphilitics 7 and gonorrhea cases 11 weeks).

The follow-up work would be entirely inadequate if it depended on the one social service worker, a nurse, employed by the hospital for all its patients. The health officer in conference with social agencies occasionally paroles exceptional cases, to their care, to complete the course of treatments at the clinic.

The total number of admissions to ward L is 1,112. In miraculous ways nine women escaped. Seven of these were recaptured, however. Of 22 habeas corpus cases, all contested, 12 were won; the remaining 10 were compromised on account of weak defense.

legally or medically. The total number of hospital days, from August, 1917, to June 30, 1920, was 45,413.

Of the 144 cases studied by the field agent, 1919-20, 35 gave a history of sexual relations with soldiers and sailors. Complete statistics are not available, but the proportion in the early months of the war was undoubtedly higher. It is much higher, right through, in the juvenile group handled by the juvenile court.

Ward L is supported, as part of the San Francisco Hospital, by the city and county of San Francisco, dollar for dollar. The average per capita per diem cost for the past three years is \$2.95. The total cost during the period of the board's assistance was \$29,489.72. A statement of the auditor of the city board of health gives the cost of operation and maintenance, including overhead, for the period from August 1, 1917, to June 30, 1920, as \$138,776.03.

The attitude of the local health department is that a continuation of the same law-enforcement measures during normal times that were started as a war measure is the course to pursue, and that a detention ward is an essential part of the program, all of which points to the likelihood that ward L has become a permanent institution.

#### CONVALESCENT HOME FOR CHILDREN, WALNUT CREEK, CALIF.

[March 29, 1921.]

The establishment of this home, May 1, 1919, was in no sense a war emergency measure. It was started at the instigation of the juvenile board of health. The definition of purpose as stated in the request for maintenance blank was: "To build up and give expert care to girls under 12 years of age who have chronic venereal disease—gonorrhea only." Several stubborn cases were at the time being held in the detention home of the juvenile court. They needed exercise in the open air, exceptionally good food, expert treatment, and moral education away from the older girls in the detention home, some of whom were nearing 21.

A suitable place of 15 acres was found in Alameda County, 2 miles from Walnut Creek, and accessible from Oakland and San Francisco. The property belonged to an ex-teacher and registered nurse, who resided there in a small four-room house to which it was necessary to add a large sleeping porch and an extra bath and toilet for the children. The ground for requesting assistance from the Interdepartmental Board was that the principal source of support, \$17.50 per month per child from the county, was inadequate and there was no fund available for the necessary improvements. The State board of health appropriated \$50 a month toward the \$100 salary of the nurse in charge, but the home was started only after

the Interdepartmental Board had agreed to grant maintenance for two months, May and June, 1919. The total amount given was \$514.43 on a per capita per diem basis of \$2.85, the average daily number of children cared for being three for this period. The average daily number did not exceed three at any time during the life of the institution, and the total number of children admitted was seven. Failure to continue after September 30, 1919, hinged on funds.

Very favorable accounts are given of this home. The children are said to have improved wonderfully in general health as the result of expert medical attention, good food, and life in the open air. School was held out doors. The social work was done by the juvenile court and the State board of health social service workers. The unit created a great interest in the work for venereal diseases among children and the establishment of similar convalescent homes were under discussion. Alameda County, as well as San Francisco, sent children there, on the same terms. The parents of four little girls in one family contributed a small sum monthly toward their support. The associated charities raised money to continue the care and treatment of one child for several months after the home closed, as a private patient. If money for its support were available the home could be revived at any time as the nurse in charge still owns and occupies the premises which she would rededicate as a convalescent home.

A policy of keeping the children for a long enough period to cure the disease, not simply arrest it, was only defeated by the closing of the home,asmuch as the little girls last admitted and not yet free from disease were at this point turned over to the juvenile court for the completion of their treatment, the institution may be said to have been 100 per cent effective while it lasted.

DETENTION HOUSE AND HOSPITAL OR "THE HOSPICE," JACKSONVILLE, FLA.

(February 8, 1921.)

Governmental assistance was given the city of Jacksonville in the following amounts and for the named purposes:

1. President's fund for repairs and equipment.	\$5,000.00
2. Board's fund, for maintenance.	2,432.10
Total.	\$8,432.10

Camp Johnston, 14 miles from Jacksonville, with an average strength of 20,000 to 25,000 soldiers, brought in its wake great social unrest, aggravated by the numbers of naval forces passing through en route to Miami and Key West. A section of the coast patrol service of the Navy also had headquarters in Jacksonville.

The vice district had been closed in October, 1917 as the direct result of a visit of an agent of the Commission on Training Camp Activities. Women and girls were being held and treated for venereal disease at the city prison farm and the city and county officials felt that they had already done everything advocated by the Government. They entertained the suggestion that a detention house and hospital be established under protest. Actuated, however, by the director of the section on reformatories and detention houses, plans were started and correspondence with Washington concerning assistance in the establishment of a detention house and hospital for juveniles and adults, white and colored, began in April, 1918. The Hospice was opened by the city of Jacksonville March 1, 1919. An advisory woman's board had been appointed and a superintendent engaged.

Surveys of the field had been made, and, failing to find anything better, the city had offered to build a detention hospital for women on the city prison farm. This project was rejected by the Government agent as unsuitable.

After an exhaustive search made by the Government agents a large three-story frame building with kitchen, laundry, and three-room domestic science building attached, standing in 4 acres of land and located on the edge to town in the colored section, was chosen. The property belongs to a negro Baptist school which had been abandoned. The city took this building for one year with the option of renewing from year to year, during the war emergency, at an annual rental of \$1,600, 40 per cent of the value of any repairs and improvements put on the property to be credited monthly on the rate for the first year.

It was estimated that \$3,000 would be needed for repairs, \$2,500 for equipment, and \$400 for the first year's rent (\$1,600 minus 40 per cent of value of repairs). A grant of \$6,000 from the President's fund was approved, the city council having appropriated, October 15, 1918, the sum of \$1,000 for maintenance for one year, to be supplemented out of the contingent fund of the city if found inadequate.

The capacity of The Hospice is for 100 inmates but equipment was provided for only 50. The third floor has never been occupied. Two large dormitories for white and colored, respectively, accommodate 20 beds each. An isolation ward opposite the clinic has eight beds. Two separate rooms are reserved for volunteers, or unusual cases.

For precautionary reasons fires (stoves) are allowed only on the ground floor. The frame structure of the building is light and only one outside ladder is provided for escape.

Each ward is equipped with a shower, washbasin, and two toilets. On the second floor the equipment consists of a bathtub, two showers, and two toilets, besides four baths and four toilets in the officers' quarters.

The laundry is well equipped but has no electric apparatus. The clothing of infected patients is washed separately and disinfected.

The term of commitment under court regulations is 30, 60, or 90 days; under quarantine, for the period of infectivity. The names of inmates are entered in a book. Commitment papers and releases are filed alphabetically in the superintendent's office.

The only classification as to character is that police-court cases are kept separate from the voluntary cases, of which there have been 18 in all. Police-court commitments are all for minor offenses.

Mental tests are not made systematically. A psychologist gave volunteer service four months in 1920, but the records are not on file at The Hospice.

Maternity cases are sent to St. Luke's Hospital at the expense of the city. The births are of record.

The food is good and shared by patients and officers alike.

Visitors, men and women, are permitted at any time. Only men are required to bring a permit from the city health officer. Letters may be written at any time. All mail is inspected.

Practically the whole forenoon is occupied in housework and taking treatments. The inmates work half days in the laundry, by turns. The afternoons are spent in unsupervised idleness. No vocational training is given. The churches send a few magazines but there are no books. The majority of the girls are illiterate. Although not forbidden, there is no attempt at adornment of the barrack-like rooms. The girls are permitted to play the piano at any time and to dance in the assembly room.

Praise services, the only religious observances, are held by various churches on Friday and Sunday afternoons.

The present superintendent says she has no trouble with "fighters," but a fractious girl may be returned to jail.

A fixed post worker was assigned to Jacksonville by the Commission of Training Camp Activities, March 1, 1918, and the work of The Hospice was carried on in accordance with the standards set by the Government agent as long as the fixed post worker remained in Jacksonville. As it happened, the term of service of this worker covered the exact period during which the Interdepartmental Board gave maintenance, namely from March 1, 1919, to June 30, 1919. Social investigations were made, rehabilitation and probation work done, and records kept. Afterwards, and ever since, the social aspect of the work has been at the mercy of well-meaning but untrained superintendents who, until October, 1920, were pulled between the

woman's advisory board and the city health officer. The woman's board, in zealous adherence to the working plan laid out by the Government agent, particularly as it related to freedom and the absence of locks and bars, was always at cross purposes with the city officials who had a deep-rooted conviction that the type of women under care would not remain for treatment unless restrained. The morale of the institution suffered in consequence. During the first 4 months there were only 4 escapes, while in the 17 months following, from July 1, 1919, to January 1, 1921, there were 76. A tendency on the part of the police court in sentencing a woman to The Hospice to underemphasize the health regulations under which they would be held until dismissed by the health officer grew to the point of neglect. Law enforcement of venereal-disease health regulations has become practically an unknown quantity. The police will recapture inmates if they escape before expiration of jail sentence, but no action is taken beyond that time. The juvenile probation officer is now the only co-operative social agent. He is successful in providing suitable detention facilities for minors pending their commitment to the State industrial school for girls at Ocala.

One young woman has married satisfactorily since her discharge. Five were recorded in the early months of the work as having made good. The present superintendent feels that about 50, since she assumed her post, are relatively improved.

The inside management only is assigned to the superintendent, who is responsible to the city health officer. The personnel consists of the superintendent (a nurse), an assistant, a resident nurse, and a cook.

Examinations for venereal disease are made by the clinician in charge and tests by the city bacteriologist. Treatments are persistent as long as patients remain in The Hospice, but there is no follow-up work. The average length of time required for treatment of syphilis is 7 weeks, of gonorrhea 12 weeks.

Of the total number of admissions, 630, the number infected with venereal disease is 412. It is estimated that 300 of the diseased inmates had had sexual relations with soldiers and sailors. The proportion of the total number held for prostitution would undoubtedly be larger.

Drug addicts and violators of city ordinances, not diseased, number 218. Accounting for the 412 that were diseased, 136 were discharged as noninfectious, 80 escaped, 3 died, 1 married; there is no record of what happened to the remaining 188. The clinician is faithful in attendance at The Hospice, where there is a fairly well-equipped treatment room, but he does not claim a great deal in the way of results. The nurses have changed frequently and the medical histories have been kept unevenly, with gaps in which

none appear. For these reasons it is practically impossible to estimate with any accuracy how effective the institution may have been in the control of venereal disease. During the demobilization period it was at its highest point of efficiency, however.

The average per capita per diem cost of maintenance for the whole period of The Hospice's existence to January 1, 1921, was \$1.50. From the city auditor's office the following financial statement was secured:

Total cost of maintenance, Mar. 1, 1919, to June 30, 1919	\$3,759.59
Received from Interdepartmental Social Hygiene Board for main-	
tenance of venereal disease cases (97), at \$1.53 per capita per	
diem	2,432.10
 Paid by city of Jacksonville	1,327.49
Total cost of maintenance, venereal disease cases, Mar. 1, 1919, to	
Dec. 31, 1920	15,140.41
Paid by city of Jacksonville	12,708.31

October 1, 1920, the city appropriated \$7,500 for the maintenance and operation of The Hospice on condition that it be removed to the city prison farm. The mayor notified the womans board of this proposed change, suggesting that as the farm is seven miles from Jacksonville, it would be inconvenient for the members to take any further active interest in the work. The womans board immediately dropped out and the management of The Hospice has been absolutely in the hands of the city health officer ever since, although the new quarters at the farm will not be ready before March 15, 1921. At that time the furniture purchased by the Government will be removed and The Hospice closed. Some of the furniture has already been taken to the pest house by the city health officer. The clinician is pleased with the plan from the point of view of what he can accomplish in venereal-disease work. The State venereal-disease officer feels that popular sentiment is so strong in Florida against the "incarceration" of prostitutes under the health regulations as to practically block this phase of control measures.

The failure of The Hospice to become a permanent institution in Jacksonville may be attributable to the fact that the city and State officials were not only uneducated in the value of protective and rehabilitative work for women and girls, but biased against it. During the first few months that a trained Government worker was in the field, the womans board did not gain strength enough to combat this prejudice unassisted. The officials, in accordance with their agreement with the Government, have made what in point of time would seem to them a fair trial of the Government's plan and they have let the enterprise lapse. The clinician, too hard at work on the medical side to take more than a theoretical interest in the social aspect, feels that he can accomplish more effective venereal-disease

work for more patients under the new régime, which he says is to be infinitely better than the pre-war conditions in that the women's section of the city prison farm, thanks to governmental assistance and influence, will be comfortably equipped, have a matron and nurse, and be remote from the men's section.

DETENTION HOUSE OR "SHELTER LODGE" (FOR WHITE WOMEN AND GIRLS), AUGUSTA, GA.

[January 4, 1921.]

Local interest in establishing a detention house in Augusta was created early by the fixed post worker on the Commission on Training Camp Activities. Camp Hancock, 4 miles away, had brought extraordinary conditions to Augusta and Richmond County. The heavy war expenses precluded the possibility of meeting the need for a detention house unaided, it was said. Correspondence with Washington concerning Federal aid was begun in March, 1918, continued through several months and finally culminated in December, 1918, when \$4,500 was appropriated from the President's fund to be used toward the purchase of a detention house and for its equipment. January 21, 1919, checks for this amount were sent the Governor of Georgia. It was understood that the gift was made on condition that the work would be conducted along lines approved by the Federal agent. Shelter Lodge was opened May, 1919, the county commissioners having agreed to supplement this appropriation and, jointly with the city, to maintain the institution.

The delay in opening Shelter Lodge was due to difficulty in securing a suitable location and to discussions as to the terms on which Federal aid would be given. It was maintained by local officials that only a juvenile detention house could be established under the law. Local sentiment, which had centered a long while around a detention house in connection with the juvenile court, had to be swung into line with the specific need of the hour, namely, the detention and treatment of women and girls who were a menace to the health of the Military Establishment. The Government agent's requirement that the strictly juvenile work be deferred at least until after the war emergency would have disappeared was finally met, but Shelter Lodge was actually established under an act of 1915 creating a juvenile detention home. The insistence of the legally minded local officials on this point led to no discord, however, for relations with the Government have at all times been harmonious.

The commodious house of 15 rooms, bought and renovated by the joint Federal and county funds, is located in the old segregated district. The vice element responsible for it "builded better than it knew," for it was comparatively simple matter to put the plumbing

in order, place gratings at the openings, surmount with barbed wire the fence inclosing the large yard, and remove the gaudy wall paper, and so make the house admirably suitable for its new purpose. Furniture was bought from the Young Men's Christian Association, which was closing. The capacity was for 20 inmates but as many as 33 have been held at a time during the 20 months since the institution opened.

There are fireplaces in every room. As a fire precaution these are not used upstairs. A coal heater supplies hot water.

In the matter of baths and toilets the Lodge is excellently well equipped, there being 10 of each, all in order. The laundry facilities are limited, although provision is made for the clothing of diseased girls to be washed separately. The house is well and completely furnished; the clothing and bedding adequate.

The spacious rooms on the first floor are occupied by the business office, the superintendent's and assistant's rooms, recreation and living rooms, dining room and kitchen. Six large sleeping rooms upstairs accommodate three beds each. A new girl is placed in the receiving room until she has become somewhat adjusted. This room as well as the isolation room is used for inmates during the period of serious infectiousness. The light and ventilation are good.

Until January 1, 1921, minors and hopeful adults were admitted for the period of infectiousness, but since that date only minors, remanded by the court, are admitted by order of the juvenile probation officer.

Complete social histories, identical in form with those in use by the Interdepartmental Social Hygiene Board in its Protective Social Measures Bureau, are on file in the office of the Lodge.

For several months mental tests were made by the camp psychiatrist, but nothing has been done along this line since Camp Hancock closed. The institution is without equipment for psychological examinations and until this month, when the State opens its colony for the feeble-minded, there has been no provision for the low-grade mentals.

The Florence Crittenton Home in Atlanta and the Salvation Army maternity home at Greenville, S. C., have cared for six maternity cases.

The food is only fairly good. Officers and inmates do not fare alike. All dishes are sterilized after each meal.

Three hours or more are devoted daily to the general housework. One day a week is given over to mending. Laundry work is done three times a week, supervised by an elderly, feeble-minded inmate who is a good laundress and who will be retained under the new régime. There is no school work done and no plan for recreation. Too much leisure, rather generally unsupervised, is a serious problem.

not yet met by the management. Weather permitting, outdoor games are encouraged. There is no vocational training given, but cooking, laundering, and housework generally are taught and supervised.

No attempt is made at an honor system but girls are given special privieges for good conduct.

Chapel is held evenings and Sunday school and song service conducted by a committee from the Baptist Church Sundays.

A small library of 250 good books was donated by Camp Hancock. There is no provision for additions to this collection. In the recreation room there is a piano; also a phonograph. The girls often sing in the evening but musical exercise is not planned. There are no pictures on the walls.

No special system of rewards and punishment is in use. The inside and outside doors and the windows are provided with iron gratings, more against the danger of intrusion in a still somewhat unsavory neighborhood than to confine the girls. Troublesome girls are locked in a room alone but no regular "thinking room" is in use.

A fairly satisfactory system of placing-out and follow-up work was developed under the original management; the policy of the new administration has not yet been clearly defined. Girls remain, usually, too short a time to make possible the development of a first-rate follow-up system.

Cooperation with the associated charities, Salvation Army, Young Women's Christian Association, Travelers Aid, and Parent-Teachers Association has been good and helpful.

The superintendent, formerly responsible to the county commissioners, is now governed by the juvenile probation officer. Two resident workers are employed, a superintendent and assistant.

Personal interest is taken in the girls individually and the spirit of the staff and the board of directors is sympathetic and intelligent.

Wassermann tests and tests for gonococcus are part of the routine of admission. The patients are classified with reference to disease and assigned to separate sleeping quarters, and to the use of separate toilets and baths. The superintendent takes them to the Government clinic in an automobile furnished by the county for the exclusive use of the Lodge. The clinician always takes the blood for Wassermann tests but salvarsan is administered by himself or the clinic nurse. The follow-up work is persistent, not from the clinic but by the Interdepartmental Social Hygiene Board agent, or county director of girls work, as she was for a time. University Hospital accepts for treatment such cases as need hospitalization.

The total number of admissions is 365. Of these 15 per cent were of the "border-line" class. The proportion giving histories of sexual relations with soldiers or sailors or both was four-fifths, or 80 per cent. It is felt that 95 per cent, if free, would have been a menace to the health of soldiers, sailors, and civilians. An average of 6 patients a day are taken to the clinic, minor treatment being given at the Lodge. Eight weeks is the average length of time syphilites are held for treatment; 12 weeks in gonorrhea cases. The proportion remaining under treatment until dismissed by the physician in charge is given as 97 per cent, there having been only eight escapes.

Maintenance in \$3,000 a year each is provided by the city and county. The average per capita per diem cost has averaged 60 cents for the entire period since opening. The total cost of upkeep to January 1, 1921, including \$1,500 for the purchase of an automobile, has been \$12,222.57.

The war-emergency work among camp followers was well handled at Augusta. The county took over the fixed post worker to be director of girls work, her duties to include the management of Shelter Lodge. The success of the enterprise is felt to be due to the almost uninterrupted service of this trained director. The attitude and cooperation has been fine generally, and the work of the detention house has been faithfully supported by the local government and carried on under a committee of representative and conscientious citizens. War conditions have practically disappeared, but the United States Public Health Service, in establishing in Augusta a hospital for psychiatric service men brings an aftermath of war. The director of girls' work, looking toward a widening of her field of usefulness in this new situation, resigned her position as a county officer to be reappointed a field agent of the Bureau of Protective Social Measures. This change became effective October 1, 1920. Local politicians almost immediately began making different plans for the detention house. Since January 1, 1921, as already stated, only juveniles have been admitted and the institution will hereafter function as a juvenile detention home. Boys under 10 have been admitted for a year or more, indicating that the work has been gradually drifting back to the regulations of the act under which the detention house was established. For girls over 18 years there is now no place of detention except the jails or "stockades," a pre-war condition, but girls over 16 and under 18, if brought before a magistrate and by him referred to the juvenile court, may be legally remanded to Shelter Lodge, and the juvenile judge will cooperate with the field agent in such cases. The care and treatment of inmates infected with venereal diseases, having become a matter of routine,

will be continued automatically along the lines already well developed.

An unfortunate feature, however, is that the powers of the superintendent have been shorn. Social investigations will hereafter be made by the juvenile probation officer, a very legally minded practicing attorney, quite ignorant of modern social-work methods. In fact, he feels that social investigations have been overdone to the detriment of the work. The attitude of the best citizens toward this new régime has not yet evinced itself. For the present, at least, the board of directors has lapsed. The automobile provided by the county for the Lodge will henceforth be for the exclusive use of the probation officer, another handicap to the detention house, seemingly.

On the whole, Shelter Lodge, although not opened until after the armistice, undoubtedly served a fine purpose during the period of demobilization. As a permanent juvenile detention house it will be helpful in venereal-disease control work for white girls under 18, and if the bill creating a reformatory for women passes the next legislature, as hoped, Georgia will be well equipped in detention facilities as the result of governmental advice and assistance. Moreover, the women of Augusta have become educated, and are now fighting the agitation to reopen the vice district with such vigor that little apprehension of failure is expressed.

Colored girls are not admitted to Shelter Lodge. They are sent to the county farm or paroled to reliable colored families in Augusta.

#### DETENTION HOUSE AND HOSPITAL OR STOCKADE NO. 2, MACON, GA.

[February 11, 1921.]

A grant of \$2,500 was made from the President's fund to the city of Macon for the repair and equipment of a detention house. Camp Wheeler, with approximately 20,000 men in training, and only 5 miles distant, had attracted to Macon the usual influx of camp followers, including prostitutes.

The only house available, after a careful search, was a two-story frame dwelling in an acre of ground, formerly a "sporting house" in the colored section of town. A detention-house committee of men and women having been formed, a lease for one year was secured at a rental of \$30 a month; a superintendent, or matron, engaged at \$60, and two guards, or watchmen, for day and night duty, at \$75 a month each, and the detention house was opened June 1, 1918. On that date 17 inmates of the police barracks were removed to the new detention house. Under the charter of Macon the only institution for the detention of court cases that could be established legally was a jail or stockade. Accordingly, the detention house was called

officially "stockade No. 2," under which name it appears in the police court docket.

To balance the Federal grant Macon City had agreed to bear the expense of maintenance and operation. The original Government check for \$2,500, mailed in July, 1918, was lost. A duplicate, sent February 25, 1919, after all resources to trace the missing check had been exhausted, was duly received.

Both juveniles and adults, white, were admitted. The capacity was for 40 inmates. Five large bedrooms were fitted out with eight beds each. The matron's room, the recreation and dining rooms, and a kitchen were on the ground floor. There were two baths and two toilets for the inmates but no special facilities for patients in an infectious stage of venereal disease.

A large shed in the yard served as a laundry. The clothing was boiled in a large iron pot in the yard; the garments and bed linen of infected inmates were washed separately. The supply of hospital aprons and bedding was ample and kept in good condition.

The police-court sentence for prostitution was 30 days but under quarantine regulations inmates were held until rendered noninfectious. The total number of admissions to the date of closing, April 1, 1919, was 160. One of this number applied for admission. She was a young woman in good circumstances of life, not in any sense a prostitute. She remained for a double course of treatment, showing her appreciation by making herself useful to the superintendent in her care of the other inmates. Another case was that of a 3-year old child who had become infected by her father with whom she slept. Her mother, who had infected the father, was at that time serving a 12-month sentence in Augusta, Ga. This child was admitted July 17, and discharged November 10, 1918. The remaining number, 158, were all diseased.

The names of patients were kept in a book with the dates of admission and discharge. Social histories were taken by the board's field agent.

No psychological examinations were made. Until this year (1921) Georgia had no provision for the care of the feeble-minded so that mental defectives could not have been transferred to institutional care even had they been discovered.

The food was good, the matron and patients faring alike.

A pass from the mayor was required of all visitors.

The forenoons were occupied in house and laundry work and in medical treatments. The matron did the cooking assisted by the girls about to be discharged. Recreation was not planned and there was much idleness, but the matron managed to create a homelike atmosphere and to interest the girls, many of whom were illiterates in such simple things as making a picture scrapbook. A few

magazines were collected by the women on the committee and a phonograph supplied.

Morning and evening prayers read by the matron were the only religious observances.

Unruly inmates were returned to jail. Two escaped, but these were recaptured.

The Travelers Aid and a society known as Organized Service, formerly the associated charities, were helpful and interested particularly in the fate of the inmates after discharge. Two girls were restored to their families and employment was found for six who have made good.

The matron was given free rein to manage the institution as seemed best. Although not a trained social worker she was somewhat experienced in institutional work. She is said to have been a fine, motherly woman and a good disciplinarian. The mayor as chairman of the detention-house committee took an active interest in supervising the work together with the board's field agent who had a committee of four.

Examinations for venereal disease were made by a woman nurse. Treatments were given at the detention house by the clinic nurse, who also took the blood for Wassermann tests. The tests themselves were made at the city laboratory. The patients were escorted once a week to the Government clinic for arsphenamine treatments by the nurse, who usually gave them. Five weeks was the average length of time patients remained under treatment. They were paroled to the clinic on discharge, but there was no follow-up system.

With the two exceptions cited, all the inmates (158) gave a history of sexual relations with soldiers.

The city treasurer's books show that the city paid out \$5,278.51 for the maintenance and operation of stockade No. 2.

The institution closed April 1, 1919, Camp Wheeler having been removed and conditions generally having become normal. The mayor says that the Public Health officer advised bringing the detention-house phase of work to an end. At the last there were only three inmates. The Public Health officer gave some of the furniture to the Red Cross and the rest was sent to the Door of Hope and the original stockade where the colored women and girls were held during the war and where they are now held and treated for venereal diseases.

Nothing is being done in the way of protective work for girls and young women in Macon at this time. The need of such work is felt by the socially minded citizens but leadership is lacking. The police department and many of the city officials, accepting prostitution as a necessary evil in the community, are following a policy of letting well enough alone. The detention house and any impression it may

have created have evaporated. The mayor, who is soon to go out of office, took a very genuine interest in the institution and was more active than any member of the board. He says that the influence of the fixed post workers in the community was instrumental in the establishment of a welfare department in the neighboring cotton mills from which the detention house drew many of its immoral inmates. This is, perhaps, the only lasting effect of the Government's social activities in Macon, but inasmuch as these welfare departments actually lessen the delinquency among young girls and women in a small city which is normally fairly clean, it was very real contribution.

The short history of stockade No. 2 was practically unruffled. There were only two escapes and these were recaptured. The statement is made by the clinician in charge that 100 per cent of the inmates were held until rendered "noninfectious but not cured." As a war-emergency measure stockade No. 2 would seem to have served effectively as a venereal-disease quarantine measure.

**LAKE COUNTY GENERAL HOSPITAL, WAUKEGAN, ILL.**

[April 23, 1921.]

The sum of \$205.95 was granted this hospital for maintenance on the per capita per diem basis of 73 cents, for the period from May 1 to June 30, 1919. The county health officer had filed with the board a request for the maintenance of women and girls infected with venereal disease, and the board responded in this way. A subsequent request for continuation of maintenance was refused by the board. Despite this fact, the quarantine work was carried on in a small way until July, 1920, when the pavilion was restored to its original use.

June 1, 1918, the county health officer had been moved, under pressure, to provide for the isolation and treatment of actual venereal-disease carriers, camp followers who were a menace to the health of the naval forces at the Great Lakes Station, 6 miles distant. Men to the number of 50,000 or more were in training there. The space available at Lake County Hospital being limited, it was arranged that only the homeless would be taken, according to the county health officer's statement on the occasion of the revisit. Colored as well as white women and girls were to be admitted, but as it happened only white patients were cared for. An open-air pavilion, capacity 10 beds, designed for and occupied by tubercular patients, was cleared and made ready for venereal-disease cases June 1, 1918. Inordinately proud of his "fine little hospital," the county health officer feels that its attractiveness is largely due to his careful discrimination in the type of patients admitted. The subject of venereal disease is thoroughly distasteful to him, and as his residence is in

the hospital grounds his magnanimity and patriotism in meeting the war emergency in this way can be readily measured.

After the armistice local activities in war work subsided generally, and the health officer's interest waned likewise. For Lake County to carry the whole burden of the venereal-disease problem seemed to him unfair since, from his point of view, it was clearly a responsibility of the Federal Government. He therefore, in April, 1919, filed an application for maintenance with the board, more in the spirit of fixing an obligation than of easing economic pressure on county funds.

The community resources of Waukegan for the treatment of venereal disease and the care of delinquent women and girls were extremely slim at the outbreak of the war. There was no venereal-disease clinic and only a small juvenile detention house, with a so-called "kid-glove policy" of admitting only "nice girls." There was, of course, the State industrial school for girls at Geneva and the Lincoln State School and Colony for the Feeble-minded. In June, 1920, a venereal-disease clinic was opened, but it closed, April, 1921, a failure. No one came for treatment, it is stated. The detention house is now closed also.

The pavilion, then, was the only institution in Waukegan to care for and treat venereal disease cases. In structure it is one large dormitory, glass-inclosed, with capacity for 10 patients, treatment room, dining room, bathroom, and heating plant. It cost the county originally \$2,500 to build. The bath and treatment rooms only are heated by stoves. One shower and one toilet and a wash basin in the treatment room constitute the sanitary facilities. Disinfectants were used freely. Although patients could not be isolated, the "technique was perfect," as the health officer expresses it. Others agree that the pavilion was conducted along strictly first-class hospital lines. All clothing was sent to the model laundry of the general hospital, where it was disinfected.

Commitments were made to the pavilion on suspended sentence and cases were not tried in court until after discharge from quarantine as noninfectious. Twenty was the total number of admissions.

Psychological examinations were not made.

The food is said to have been excellent. The hospital has a 4-acre vegetable garden.

No visitors were allowed and no letter writing.

From two to three hours were occupied, mornings, in cleaning up the pavilion and in the taking of treatments. As treatment progressed the girls were given light domestic duties in the hospital. Several were kept on wages after discharge and one was employed as cooks at \$60 a month.

Vocational training, recreation and religious services were entirely overlooked. The field agent supplied a few magazines but there was no music and pictures were not allowed for sanitary reasons.

The general policy of the health officer obstructed the social work attempted by the field agent and the humane society, the only social agency in Waukegan except the juvenile court. It also blocked the State health department's program. The health officer states that he does not employ a type of nurse who would be willing to sleep in a venereal-disease ward; consequently the patients were entirely unsupervised at night. Two young women were removed to the county jail as a disciplinary measure for taking soldiers into the pavilion to spend the night. The discharge of patients was not reported to the agencies interested in delinquency, so that follow up was rarely possible.

The powers of the nurse on duty in the pavilion were limited to nursing. She was responsible to the county health officer.

All examinations and treatments were given by the health officer. Wassermann tests were made by the Chicago City Laboratories.

All the patients gave a history of sexual relations with soldiers and sailors.

The per capita per diem allowed by the county for the maintenance of patients is 75 cents; with overhead about \$1.80.

Lake County is building a new contagious hospital, to be completed in a year wherein provision will be made for the care and treatment of venereal diseases. Unquestionably the persistent activities of the board's field agent have influenced popular sentiment, but progress in a community in which an attitude of indifference on the part of the local health department and city officials obtains, must needs be slow.

**JEFFERSON COUNTY INSTITUTIONS (JAIL, HOSPITAL, AND GOSPEL MISSION), LOUISVILLE, KY.**

[April 16, 1921.]

The care and treatment of adult women, white and colored, infected with venereal disease was undertaken for those who were willing, in Jefferson County jail, May, 1918, in conjunction with the United States Public Health Service and with the aid of the commissioners of Jefferson County, the Louisville police-court judge, the Jefferson County health officer, and the jailer of Jefferson County. By the end of June quarantine rules and regulations had been passed by the State board of health and the Louisville city council, and the County Health Officer proceeded to quarantine diseased persons. In July the workhouse was made a quarantine

station to accommodate the overflow from the jail. Later, finding still more room necessary, a ward at the city hospital was designated a quarantine station and still later, the Gospel Mission. White women who were under quarantine only, without sentences and not under bond were removed to City Hospital or the Gospel Mission with a view to placing them in better moral surroundings than could be afforded at the jail. Approximately 50,000 soldiers were in training near Louisville at Camp Zachary Taylor, 5 miles distant and Camp Knox, 20 miles away.

This arrangement continued through the year 1919. From January 1 to December 31 of that year, 600 women were admitted. The average daily number treated was 56. The daily average fell off greatly toward the end of the year, from 130 to 27. The city hospital refused to quarantine patients any longer on the ground that they were unruly and a disturbing influence generally. Many had escaped, another disagreeable feature. The inmates were removed to the Gospel Mission and held there until they were later transferred to the county jail. Desirable as it was to have detention quarters outside the jail for the less hardened women, the rooms at the Mission were poorly ventilated and dark and otherwise unsuitable.

A floor on the women's section of the county jail is used for the quarantine work. It contains 10 large wards or dormitories, a douche room, recreation room, chapel dining room, and matron's quarters. Five wards on the floor above, with separate treatment room, recreation and dining rooms, were used for the colored women. The capacity is for 100 white and 50 colored.

The steam heating and hot-water supply are part of the regular equipment of a modern jail, a fireproof building. Each ward or dormitory is fitted with a bath, shower and toilet; also stationary tubs and electric irons, each inmate being required to wash her own clothing and bed linen. Except that chairs have not been provided in the dormitories the furniture is adequate. The recreation room is large and fairly attractive, with plenty of chairs, a piano, and phonograph. The library facilities are, unfortunately, negligible, and for sanitary reasons there are no pictures, the place being conducted along hospital lines.

A special room is used for isolation purposes.

Light and ventilation are good.

As already stated those originally admitted placed themselves in quarantine voluntarily. Under quarantine regulation inmates are held for the period of their infectivity. For violation of the city ordinance against disorderly conduct, fines of from \$5 to \$50 are imposed, or bond, not to exceed \$1,000, or both. Failing to pay the fine arrested women are held on the basis of one day for \$1. The

average sentence for disorderly conduct is \$15 fine and \$300 bond for 3 months. Professional bondsmen defeat the quarantine regulations frequently by securing release before examination for venereal disease.

Social histories are taken by the jail matron and by the board's field agent. Medical histories are kept in the office of the jail physician and statistics are readily available.

Mental tests are made, when a patient is suspected of being mentally defective, by the psychologist of the Louisville Welfare Association. In an intensive study of 126 cases, 64 appeared with a mental age of 10 years or under. The feeble-minded are transferred to the State feeble-minded institute whenever there is a vacancy.

Maternity cases are treated until time for delivery, then sent to the county hospital, to be returned to the jail hospital for completion of treatment. There have been 29 births in this way, the mothers being in all cases syphilitic.

The food is the regular prison fare, in this case three meals a day, except when the physician requests a special diet. It is rated fairly good. Meals are served comfortably in the dining rooms.

Male visitors are not allowed. Women relatives may secure a pass from the jail physician.

The general cleaning of the wards and treatments occupy the forenoons. There is no definite plan for the balance of the day except that three times a week a volunteer teacher holds classes in school work for two hours. Plain sewing and embroidery are taught by volunteer teachers. The county supplies the material for hospital dresses, which the patients are taught to make on sewing machines donated by the Red Cross.

Two afternoons and one evening a week are devoted to recreation conducted by volunteer leaders. The patients may dance any evening.

The matron holds prayer service every evening in the recreation room. Attendance is required at Sunday school, either Protestant or Catholic. A Christian Scientist visits regularly once a month to instruct the members of that Church.

The Louisville Welfare League, comprising 31 organizations, is actively cooperative, directly through the board's field agent. Provision has recently been made for a police-court matron, or police-women, who will still further strengthen the possibilities for good social work. The jail physician is wholly in sympathy with modern social-work methods and assists in every possible way that would not conflict with institution regulations.

The womens quarantine wards are in charge of a day and a night matron. The jail physician and regular nurse are practically in constant attendance. The matrons are responsible to the jailer.

Examinations for venereal disease are made in the jail clinic by the physician in charge. Tests are made by the bacteriologist at the city hospital.

Inmates are carefully classified according to the form of their disease, there being special wards for syphilitics, gonorrhea cases, and drug addicts who are diseased. The plan is somewhat flexible in the matron's hands, however. In conference with the physician, it may be decided to group the patients according to character and temperament. Major treatments are given in the jail clinic at hours exclusively for the women; others in the treatment rooms adjoining the wards. Careful instruction is given in hygiene by the physician and nurse. Fifteen weeks is the average length of time women are held.

Until February 1, 1921, the jail physician dismissed all inmates when rendered noninfectious. A committee of three—the jail physician, the county health officer, and the board's field agent—passed on parole cases, which were followed up by the two medical social workers furnished jointly for the jail clinic by city and State funds.

The total number of inmates cared for and treated in the jail, hospital, and Gospel Mission to January 1, 1921, was 1,680. The maximum number treated on any one day was 243, the minimum 80. Only 2 habeas corpus cases, of possibly 100, were lost, so ably were they contested by the board's State director of protective social measures. Allowing for the escapes from city hospital and the Gospel Mission, 85 per cent remained under treatment until dismissed.

The Public Health doctor, later elected jail physician, who has been on duty continuously since the work began, states that there was a gentlemen's agreement between the city, county, and the State board of health to maintain the work, the jailer's fee being 75 cents per capita per diem. The expense proved heavier than could be borne locally and the interdepartmental Board responded to a request for assistance. For a period of one year, from January 1, 1919, to December 31, 1919, maintenance was given to the amount of \$15,240.75, at the jailer's rate of 75 cents a day. Other expenses, the salaries of the physician and nurse, the upkeep of the clinic, the women's clothing, etc., were borne by the city, county, and State board of health jointly.

The jail physician takes a warm, personal interest in the work. In September, 1920, he made a systematic examination of the inmates of the House of the Good Shepherd, finding enough diseased girls to warrant having it designated a quarantine station. With the consent of the sisters he now sends the less hardened young women there for care and treatment. The spirit of the work is throughout exceedingly fine, and despite the fact that a quarantine



Medical and social histories were kept on the same card. The only full case records were kept by the board's field agent.

Classification as to age and character was impossible. Colored girls were cared for in the general ward of Mercy Hospital, however, a total of about 40.

Hygiene instruction was given by the medical director, the nurse in charge, and the medical social worker. Educational pamphlets were given the girls to read. Motion pictures were shown.

Mental tests were made but the records have been lost or destroyed. These tests were made by an Army psychiatrist.

Maternity cases were cared for by the Florence Crittenton Home. The food was good, the regular hospital fare.

About two hours were occupied in the morning in putting the ward in order. The rest of the day was spent in idleness, practically. A nurse was always on duty, but there was no organized plan for spending the time. Dancing to phonograph music was permitted in the ward and the girls could go on the roof for fresh air. There were few books and no pictures, the latter for sanitary reasons.

The Children's Aid Society, the Florence Crittenton and Exeter Street Homes, the policewomen and the board's field agent were the agencies most actively cooperative.

The ward was not locked. It was understood that if inmates ran away they would be turned over to the police, tried, and sent to jail or committed to the house of correction. As a matter of fact, deserters were brought back by the police and given another chance in the detention ward.

The supervising nurse, whose duties were merely those of a nurse, was responsible through the superintendent of the hospital to the medical director of the clinic.

All the examinations and major treatments were given by the clinician. Wassermann tests were made at the city laboratory. The average length of time patients remained for treatment was 12 weeks, 6 to 8 weeks for syphilis, 12 to 24 for gonorrhea.

Information as to the number of inmates giving a history of sexual relations with sailors and soldiers was not available. The proportion is estimated to have been high.

The detention ward, as an instrument in the control of venereal disease, was undoubtedly a success. The inmates were all prostitutes and with few exceptions of the commercial class. As a social rehabilitative institution it was rather negligible. The medical social worker, with the problems of 300 to 400 out-patients of the clinic to handle, additionally, lacked time for any intensive case work. Employment was found in many cases and the follow-up work on such patients as were paroled to the clinic on discharge was done. This

worker speaks with pride of certain girls who are now at work and "going straight," but unfortunately statistics are not available. The social histories of inmates turned over to the superintendent of Morrow Hospital when that institution took up the problems of the detention ward, were, through some misadventure, either lost or destroyed.

When Morrow Hospital, with its bright rooms and large yard, was opened and the opportunity to transfer the girls there presented itself, it was naturally accepted. In fact, Morrow Hospital had for its purpose, in part at least, the giving of better hygienic and rehabilitative care than was possible in the detention ward, as will be shown in a report on that institution to which this report is submitted as a background.

#### MORROW HOSPITAL, BALTIMORE, MD.

[October 31, 1920.]

January 10, 1920, the State health officer of Maryland filed with the board a request for maintenance for Morrow Hospital, which was to begin functioning in February. This application was formally approved to cover the period from February 20 to March 31, and continued to June 30, 1920, inclusive. A total of \$2,134.11 was given in two appropriations, the first on a flat rate of \$1.23 a day per person, the second on the basis of \$1.50 a day. The number of patients cared for during this period was 47.

The desire of the State department of health to be of the highest possible utility in the Government's venereal-disease control program led to the establishment of Morrow Hospital.

With a view to extending the work of the Government clinic and of the venereal-disease ward at Mercy Hospital already started (see report on that institution), the medical director of the clinic and a prominent physician of Baltimore seized an opportunity to purchase, jointly, an untenanted but fully equipped and admirably adapted hospital, the old Hahnemann General Hospital, which had gone into the receiver's hand and was available at a bargain. The property consists of three brick buildings on city lots covering an acre and a half of ground. A payment to secure the property was made, the assurances of the mayor having been gained that the property would be taken over by the city about January 1, 1921, to be maintained as a permanent venereal-disease hospital.

The State department of health considered itself so far involved in this undertaking as to feel bound to own the hospital itself in the very unlikely contingency of the city's failure to become the owner. In the light of statements made to the reviewer by the medical director, the financial agent, and others, it would seem perfectly clear

that the prospect of securing the moral and monetary support of the board was largely a determining factor in the purchase and establishment of the hospital.

February 20, 1920, Morrow Hospital was opened, the first of its kind in Baltimore. Into it was merged the venereal detention ward at Mercy Hospital. For days prior to their removal all of the 10 girls at that time inmates, who were able and willing, had been scrubbing floors and generally cleaning up the main or administration building, in which were to be located the offices and officers' quarters, and their own new ward. The clinic social worker escorted them to Morrow Hospital each day and worked with them.

It was the original intention of the medical director to admit as many female patients as the main building would accommodate, but a large room suitable for a ward and several separate rooms have remained unoccupied for certain hampering reasons. The medical director says that he realized soon after maintenance was granted that the board could not continue its assistance after June 30, 1920, and he knew of no other source of support beyond the \$1 per diem paid for Baltimore City cases by the city board of charities, a sum quite inadequate for the maintenance of any patient when overhead expenses have to be reckoned in the budget. Moreover, he soon realized that with an industrial school for girls full to capacity and having an age limit for admission fixed at 18 years, and that with neither a detention nor clearing house in the city, nor a State reformatory for women, no lasting nor even very useful rehabilitative work for women and girls could be accomplished in the detention ward. Still another deterrent in his plan to increase the volume of work for women and girls was a growing realization that the detention of male and female sex delinquents in the same establishment is not the way to meet the problem.

Simultaneously with the absorption of the Mercy Hospital detention ward was the arrival at Morrow Hospital of 40 seamen of the merchant marine service, transferred from the marine hospital. Those male patients were distributed in the wards and separate rooms of the remaining two buildings, hardly a stone's throw from the main building. A contract had been entered into with the United States Public Health Service to care for the venereal-disease cases in this way at \$3 per day per person, the State to furnish the salvarsan. The marine hospital, in the throes of caring for influenza patients, crowded to the doors and crying for space, counted this relief of its congestion by Morrow Hospital a signal service. There have been from 30 to 60 seamen at Morrow Hospital ever since. Baltimore City also placed male patients there on the same terms as the women. There are usually two or three of these at a

time and there have been sex delinquents among them turned over by the police on the same terms as the women.

The Red Cross has furnished a social worker for the seamen, a graduate nurse trained in medical social service at Johns Hopkins, a high-grade woman. By her influence and by the extension of such actual privileges as the free use of the Red Cross pool table and Red Cross books and magazines the city's male patients have benefited. The girls, also, have shared the book privileges and the personal influence. Upon the withdrawal of the Red Cross November 1 this social worker will become superintendent of Morrow Hospital, succeeding the present incumbent, a graduate nurse 23 years of age, who has no training in medical social service.

It will be seen that the economic as well as the social situation is tangled. No part of the board's grant has been used for the maintenance of United States Public Health Service patients, but the financial agent points out that had the men's fund been unable to meet the deficit in the women's, caused by the withdrawal of the board's support, the hospital would have been obliged to close the female ward. Such an abrupt ending would have worked a hardship, for bad as the situation is from a social worker's point of view, and limited as has been the number of women and girls cared for, it is claimed that there have been almost as many infections cleared up as there have been female patients, and that the interest and skill of the physicians and nurses in getting them well has held most of the women patients as effectively as locks and bars, of which there are none.

The three buildings are of brick. They are so disposed that a large part of the ground lies on one side of the main building. There are shade trees, and it is here that the female patients take their airings. The other two buildings hem in a sort of court in which there is an open pavilion, where the men can sit. An imaginary dead line is drawn between the two open spaces, which is said to be well policed. Both are in full view of the administration building, and the officers are constantly going from one building to another. There is nothing to prevent conversation between the men and girls from the windows. There are no fences. The grounds stand about 10 feet above the street level, inclosed by a stone bulkhead.

No additions have been made to the buildings, but plumbing to the amount of about \$4,000 has been installed. The work of painting, inside and out, is now going on.

The original capacity of 90 beds has been increased. There is space in the main building for many more beds, but it is not the policy to take more female patients than can be accommodated in the one ward in use. The economic reason for this has been stated.

The heating system and hot-water supply are adequate. A few more baths and showers in the men's buildings will be added. The laundry, which is in the main building, has a complete electrical equipment and there is a good drying yard. The furniture, clothing, and bedding are adequate and in good condition.

The separate rooms, which can be used for isolation purposes if necessary, and the wards are all large, light, airy, and pleasant. There is no recreation room for the female inmates, but the Red Cross has equipped a pool room for the men.

Female patients are admitted on suspended court sentence, by quarantine regulations, at the request of protective or child-welfare agencies, or they may be voluntary. Males are admitted by quarantine regulations, the voluntary method, under contract with the United States Public Health Service, or through foreign shipping corporations. The medical director is much interested in the last-named phase and hopes with the help of the immigration commissioner to develop a plan for the care of foreign seamen who may or may not be naturalized citizens of the United States. As the matter now stands, an American seaman employed on a foreign ship is not eligible for the hospital care provided by city or State to which a foreigner on an American ship is entitled.

There is no system for keeping social histories of patients. The medical histories are filed in the office. The clinic social worker who gives part-time service in the female ward keeps notes, but the present superintendent of the hospital has shown no disposition to have them transcribed. This situation will be improved when the new superintendent, a trained social worker, takes her post.

With few exceptions the patients have been commercial prostitutes. Although the agreement with the board was to admit colored women and girls, none have been admitted. They are still cared for in the general ward at Mercy Hospital. Both white and colored men are admitted.

Separate examination and treatment rooms are provided for men and women.

Psychological examinations were given for several months, gratis, by a physician who now feels that his services should be remunerated. Arrangements for this are pending.

Hygiene instruction is given and educational pamphlets disseminated.

Maternity cases are usually cared for by the Florence Crittenton Home. The Exeter Street Home will take mothers with babies, venereal-disease cases being accepted.

The food is plentiful and the officers and patients fare practically alike.

There is no regular daily program for the patients. They are not required to work and they are taught nothing. As a rule three girls are employed in the laundry, one at \$4 a week and two at \$3, a total of \$10 a week to the hospital for all its laundry work. One wishes that Baltimore had a laundry-workers' union. Because the girls "spoil so many things" it is planned to employ an experienced laundress who will teach them. This will have some educative value.

Recreation for the girls takes the form of dancing in the ward or going out in the yard, which they are at liberty to do at any time.

There is no honor system, and no religious services are ever held.

There are no rules for visitors, nor for letters. Visits are not chaperoned.

The rehabilitative work is necessarily feeble, as the clinic social worker is only on part time. She is to have an assistant, and the incoming superintendent, who is trained in social service, will increase the efficiency of this end of the work. The medical follow-up work is well done, and this naturally involves some social follow-up work.

Statistics are not available to show what proportion of the girls are considered socially rehabilitated.

The cultural opportunities show no improvement over those at Mercy Hospital. The girls' ward has a phonograph; the records are gifts of their friends. The officers have a phonograph (and a piano) and they are perfectly willing to lend the girls their records when requested to do so.

Nine girls have run away since the hospital opened. Of these, three were brought back by the police. One of the deserters married the man who had been exploiting her. Another girl who had been working in the kitchen where a male inmate was also assisting, disappeared with him. Stories of other runaway couples are told, but this is the only one substantiated by the social worker.

The personnel, which is practically the same as when the institution started, is as follows:

	Salary per month.
1 medical director	\$300
2 resident physicians (male):	
1	100
1	25
1 superintendent	150
1 housekeeper	80
3 graduate nurses:	
1 male	100
1 female	100
1 female	75
1 orderly	85
1 cook	75
1 fireman	150

1 clerk	75
3 laundresses	43
	(Three female patients do the laundry work. One is paid \$4 a week, the others \$3 a week each.)
1 social worker on part time, salary paid by United States Government clinic.	
1 social worker on full time for the United States Public Health Service patients, salary paid by the Red Cross.	

The bookkeeping is done by the chief of accounts of the State board of health, whose services are loaned.

The superintendent is responsible to the medical director. She is charged with the immediate administration of the hospital. There are one-fourth as many employees as patients.

The general appearance of the inmates is comfortable, and the relation between officers and inmates is pleasant.

The medical work is excellent. Examinations are made by the resident physician; Wasserman tests by the city laboratory. Patients remain under treatment from six weeks to six months. They are required, under quarantine regulations, to attend the clinic for follow-up treatments. The heavy work of the one clinic social worker is to be lightened by the addition of two new workers.

It is expected that the city will take over Morrow Hospital November 15. It is hoped in addition that at the same time a considerable appropriation will be made for its maintenance. If retained, the medical director, will not yield one iota of his prerogative in the men's work, but he is willing to turn over the management of the women's part to a mixed board of citizens and to supply medical care, as well as maintenance, on the same basis as at Morrow Hospital proper. From a State fund recently appropriated, 88 cents a day can be drawn, and the city board of charities has just increased its allowances for charity patients to \$1.70, making a total of \$2.58 per capita per diem available. A detention fund of \$3,000, part of the joint fund of the State board of health and Federal Government under the Chamberlain-Kahn Act, can be drawn on for the equipment of this proposed separate detention hospital for women. The plan sounds feasible, and since the State board of health will be in a position November 15 to turn Morrow Hospital over to the city a going concern with a deterioration fund and an equipment fund to its credit, it would seem unlikely that it will miscarry. With a maintenance allowance equal to that under which the female ward at Morrow Hospital was originally operated, plus wider local interest, good social service and a suitable location, this branch hospital would undoubtedly serve a more useful purpose for a larger number of persons than could have been expected under the conditions existing when the board granted assistance.

## FAIRMONT HOSPITAL, KALAMAZOO, KALAMAZOO COUNTY, MICH.

[April 26, 1921.]

Fairmont Hospital, established in 1914, is the contagious hospital of Kalamazoo County. It occupies three buildings, one for tuberculosis, one for smallpox, diphtheria, measles, etc., and the third, formerly used as a nurse's home, for women and girls, white and colored, infected with venereal disease.

The venereal-disease quarantine department opened August 6, 1918. Prior to that such emergency facilities as jails and work-houses were in use. The house of correction in Detroit took women from other counties under contract. There was a State industrial school for girls, white and colored, at Adrian, but no State reformatory for women. The State colony for the feeble-minded was and still is overcrowded, with a waiting list.

Under the present arrangement women and girls arrested for violation of the vice laws and found to be diseased are quarantined in lieu of sentence. Special cases for the period of infectivity are sent to the new Borgess Hospital (Catholic) at the expense of the county; also juveniles, if not committed to Adrian. Some Federal cases are still sentenced to the Detroit house of correction. Michigan now has an appropriation for a woman's prison farm.

During the war and until recently Michigan maintained five venereal-disease hospitals, three for women. Fairmont Hospital was one. The State board of health had an appropriation of \$300,000 for a biennial period commencing July 1, 1919. Maintenance for the venereal-disease patients in Fairmont Hospital was requested and granted in order that the Health Department might provide hospital facilities in other parts of the State and so care for a greater number of patients. The sum of \$15,831.19 was given by the Interdepartmental Social Hygiene Board for the period from May 1, 1919, to June 30, 1920. The total cost of operation for the same period was \$17,119.99. The State board of health made up the deficit. The total cost of maintenance and operation from August 6, 1918, to March 30, 1921, was \$49,680.63. Kalamazoo County gives free rent, medical, and nursing service.

Fairmont Hospital is situated on a hill on the edge of town in a 6-acre tract. The venereal-disease quarantine building is a brick structure, two stories and basement, above ground. Its capacity is for 35 patients. It is steam heated and has a hot-water furnace. The plumbing is modern and in good order.

Each patient washes her own garments; the hospital laundry does the linen.

Two separate rooms are used for new patients and for isolation purposes. Seven large rooms, called wards, accommodate five beds

each, allowing 3-foot spaces between. The light and ventilation are good.

The superintendent takes the patients' own story and the State board of health social workers make the social investigations, which are card indexed and filed in separate folders in the superintendent's office. It is a gross misdemeanor for anyone except the superintendent to discuss social histories with the patients. The younger girls occupy the room opening into that of the nurse in charge.

Mental tests were given systematically until October, 1920, by the State psychiatrist. The average mental age to that time was 10 years. Only such cases as seem necessary are being examined now.

There have been 5 births and 15 miscarriages in the venereal-disease department. There is no other provision for maternity cases except the county poor farm.

The food is very good. Each girl is served a separate tray. The dishes are all sterilized.

Except in emergency, visitors are not allowed without a permit from the State board of health.

The general housework occupies about two hours in the morning. Four hours are spent in making the hospital garments for the whole institution and in gardening; 1 to 3 p. m. is a rest period; from 3 to 5 p. m. outdoor exercise, including tennis and volley ball, is the order of the day, the recreation director from the city school department in charge. Alternate nights there is dancing and a dancing party once a month in the recreation room in the basement. There is a piano and a phonograph.

Chapel is held every Sunday in the recreation room by the young womens Catholic mass, with communion services once a month.

Gifts of books and magazines are frequently received. The superintendent keeps about 50 books on hand, burning the older ones from time to time. Pictures are not allowed, for sanitary reasons.

Special privileges are given for good behavior. The patients have a self-constituted police among themselves. The grounds are not fenced in and nothing is under lock and key. A night nurse and watchman make hourly rounds but this is more as a precaution against fire and intruders.

The womens bureau of the police department, the medical profession, the Civic Improvement League, the Young Women's Christian Association, and the State and local health boards cooperate splendidly in the work of the quarantine hospital. The number of patients who are making good since discharge is 100, or 22 per cent of the total admissions to date, 446.

The superintendent, a very fine woman with a lively, intelligent, and intensely human interest in her work, has full executive responsi-

bility, including the "hiring and firing" of the personnel. She is responsible to the State board of health.

The treatment given venereal diseases is the regular course prescribed by the State health board. The average length of time patients remain under care is eight weeks. They are classified with reference of disease, and assigned to special wards. A nurse takes the blood for Wassermann tests, which are made by the city bacteriologist. Arsephenamine treatments are administered by the physician in charge (male). Hygiene instruction is given in frequent informal talks by the superintendent to individuals and groups, and by such speakers as are available from time to time. Educational motion pictures are shown weekly.

A patient is paroled, on discharge, to the clinic nearest her home, policewomen and the State board of health social workers being in charge of this follow-up work. There are only seven repeaters on record.

Forty major operations (emergency) and 15 tonsilectomies have been performed at the expense of the county. Dental work has been done for 10 girls.

The number of women and girls giving a history of sexual relations with soldiers and sailors is 304, or 69 per cent of the total, 446. Eighty per cent of this total would, if free, be a health menace, it is estimated.

Emphasis is placed on voluntary admissions, of which there have been literally 60. There have been but 10 escapes and only 5 releases on writs of habeas corpus.

The venereal-disease quarantine department of Fairmont Hospital is supported by the county and State, the county giving free rent, medical and nursing services, the State Board of health maintenance on the basis of \$2.14 per capita per diem.

The work at Fairmont Hospital, medical and social, is exceptionally fine, its success being largely due to the personality and ability of the superintendent. It is encouraging that it is to go on under such favorable auspices.

DETENTION HOUSE AND HOSPITAL OR FOREST COUNTY JAIL ANNEX, HATTIESBURG, MISS.

[March 4, 1921.]

In May, 1918, Hattiesburg, having purchased a house for the detention of white women and girls, application was made to the Government for equipment. For this purpose \$2,500 was appropriated from the President's fund. The house was located in the former vice district but it was a mile from town, detached, and had a large yard. A combination detention house and hospital was

approved by the Public Health office in charge of the venereal-disease work and an additional \$500 was appropriated from the same fund for increased facilities. The local officials took an active part. The military authorities had a fence built and furnished guards. There was much public sentiment in favor of the work, especially among the women of the community.

The house had a capacity for 40 inmates. It opened December 21, 1918, and closed May 1, 1920. During this period there were 163 admissions. All except 8 who escaped, or 93.9 per cent remained under treatment until discharged. Four negative tests were required, both for syphilis and gonorrhea. All inmates gave a history of sexual relations with soldiers. Many of the girls had married soldiers.

Although Camp Shelby closed in July, 1919, it was used as a demobilization center and there were soldiers until October, 1920, also camp followers. The police, however, became gradually less aggressive in the matter of arrests and the expense of maintaining the institution for a few inmates seemed to the city and county unjustifiably heavy. With reluctance the officials announced their decision to discontinue the work.

The institution was offered to the State and the State officials signified their willingness to accept on condition that support would be raised locally until the next meeting of legislature, when an appropriation would be made. The Federation of Womens Clubs was in a fair way of meeting this emergency, a large part of the necessary funds having already been pledged, when the president of the federation, out of a clear sky, killed the movement at a public meeting by announcing that she was not in sympathy with any plan that would "put a stigma on Hattiesburg." No one was prepared for this turn. Much disappointment and surprise were expressed over this leader's conception of the work.

As the matter now stands the local officials have placed a caretaker at the detention house with the intention of holding it together until the next session of legislature, when it is hoped that an appropriation will be secured for maintenance and operation.

This detention hospital is a large frame house of 18 rooms so arranged that one side can be used as an infirmary, with treatment rooms. Fourteen rooms with two and three beds each were used as sleeping quarters. A sleeping porch accommodated 12 in summer. The infirmary was used for isolation purposes. Separate sanitary facilities were provided for infectious cases. There were, in all, three baths and three toilets for the inmates.

The laundry was equipped with portable tubs only, but electric irons were in use. Each inmate washed her own clothing.

A recreation room equipped with a phonograph and a fairly good collection of books and magazines was on the ground floor. Light and ventilation were good.

White women and girls were admitted under court sentence of 30 to 90 days subject to quarantine regulations requiring detention until noninfectious. Federal commitments were made for 6 months.

Social histories were taken by the board's field agent. The inmates were chiefly small-town and country girls attracted by Camp Shelby, 10 miles distant, where more than 22,000 soldiers were in training. Many had married soldiers.

Mental tests were not made, there being no equipment.

Maternity cases were sent to Natchez to the King's Daughters Rescue Home.

The food is said to have been good. Infectious stage cases were served in the infirmary.

Chaperoned visits were permitted at any time on presentation of a pass from the mayor.

The forenoon was occupied in housework, the girls' own washing and the laundry work for the clinic. About two hours were spent daily at work in the vegetable and flower gardens, under supervision. Sewing and cooking were taught.

Recreation took the form of indoor games, chiefly, because the nearness of the provost guards made outdoor sports inadvisable.

Chapel was held every evening, and Bible study once a week with church committees. Protestant ministers conducted services fairly regularly Sunday afternoons. The Salvation Army held prayer service once a week.

Special privileges were accorded for good conduct. Insubordinates were sent to the "thinking room" on restricted diet. Two fractious cases had to be returned to the county jail.

The board's field agent, in cooperation with the Travelers Aid, Salvation Army and juvenile probation officer, did good social work with the girls. It is claimed that fully one-third were salvaged. Several married, and others were reinstated in their homes. The last matron on duty still corresponds with three girls.

The matrons changed several times; they were practical nurses of uneven efficiency. At first provost guards furnished by the camp were on duty, but latterly a day and night guard were employed on salary.

The matron was responsible to the mayor. She was relieved from duty occasionally by a Salvation Army worker.

A visiting physician from the clinic in Hattiesburg made all examinations. A persistent course of treatment was given in the detention hospital, realizing that there was no follow-up system. The minimum time patients were held was 10 weeks.

Every inmate gave a history of sexual relations with soldiers.

The detention hospital was supported by the city and county, share and share alike, the State furnishing the drugs. The average per capita per diem cost of maintenance was 93 cents. The total cost of operation and maintenance for the entire period of existence was, according to the mayor's books, \$7,870.72.

The attitude of the State and local health boards was good; that of the police department is rated fair.

The jail has a well-equipped clinic but the county health officer in charge pays very little attention to the venereal-disease work. This condition is about to be remedied, however. The city and county have just appropriated \$1,000 each for the expansion of the venereal-disease clinic at the Methodist Hospital. The State is to contribute an equal amount and under the new régime diseased women prisoners will be treated at this clinic, originally the Government clinic.

**CITY INFIRMARY, FEMALE DETENTION WARD, NOW CITY FEMALE DETENTION HOSPITAL (HOUSE OF THE GOOD SHEPHERD), ST. LOUIS, MO.**

[April 12, 1921.]

The St. Louis City Health Department had been running a quarantine ward in the city infirmary, under obvious difficulties, for a period of 15 months, from February, 1918 to May, 1919, when the Interdepartmental Board came to its assistance by granting a request for maintenance, filed in August, 1918. Governmental assistance was given from May 1 to June 30, 1919, on a per capita per diem basis of \$1.49, and continued to August 31, 1919, at the rate of 71 cents, a total of \$3,612.63. The number of patients cared for during these months was 124.

In February, 1919, before action had been taken by the board, the health department moved the quarantine ward from the city infirmary to the fourth floor of the municipal lodging house, an undesirable location but having a distinct advantage over the infirmary in that the inmates could not escape. At the infirmary the fact that there were no detention facilities whatever was abused by the women under quarantine. Not more than 65 per cent of the 382 admitted remained until dismissed by the physician in charge.

The top floor of the municipal lodging house was reached by an elevator. The stairway to the floors below was barred. There are conflicting stories as to how thoroughly the hospital was cut off from the men's quarters below, but all agree that lack of outdoor exercise, employment, and recreation had a demoralizing effect on the inmates, who are said to have loafed all day on their beds, smoking cigarettes. The matron in charge was not a nurse and lacked ex-

perience in institutional work or training in any sort of social work. In filling out the request for maintenance blank the health officer described the proposed new location as a three-story brick building used by the city for a female detention ward and "other purposes."

Although the complement of soldiers at Jefferson Barracks (11 miles distant), normally about 7,000, was not greatly increased during the war, troop trains were constantly passing through St. Louis en route to eastern ports of embarkation, attracting many prostitutes of low class. Moreover the men from the aviation camp, Robinson Field, across the river in Illinois, spent their leave in St. Louis, as the nearest city offering recreational opportunities.

In the summer of 1920 the convent of the House of the Good Shepherd requested the health officer to examine all the girls in its care for venereal disease. A number of girls were found to be infected. A quarantine ward was opened in the wing used for senior girls and a clinic and infirmary were equipped. A physician was appointed by the health officer to give treatments there daily. Diseased girls under 18 were transferred from the junior department for treatment and care. A separate ward was prepared for drug addicts. In September the convent offered to take city patients at a flat rate of 90 cents per capita per diem. It had capacity for 100 patients and could make room for many more, if necessary. For economic reasons the offer appealed to the city and it seemed to the health officer to have advantages over the location then in use, the most outstanding being the good facilities for recreation and occupation. It developed October 1, 1920, that the city designated the convent the "City Female Detention Hospital" and transferred the 30 inmates held at that time to the new quarters. The city, however, limits the number of patients to 35 at a time. The convent is splendidly organized and attractive and the influence of the nuns is good.

Admissions may be voluntary. Court cases are not heard until after completion of treatment under quarantine regulations. Colored girls are not admitted.

A modern power plant heats the building and supplies hot water. Separate sanitary facilities are provided for patients in infectious stages of venereal disease.

All the laundry work is done in a large laundry, well equipped with electrical apparatus, manglers, etc., twice a week. Other days in the week hotel laundry work is done under contract.

Two large dormitories, light and airy, accommodate 75 and 25, respectively. Drug addicts who are also diseased occupy the smaller ward. Patients in infectious stages of venereal disease are kept in the infirmary.

It is not the policy of the convent to take social histories. A first interview is permitted the workers of the Girls Protective Association. Unchaperoned interviews are permitted at any time through a grating, but social workers are not admitted to the clinic, wards or any part of the convent except the office. The reviewer, however, was shown through the institution at the request of the city health officer.

Mental tests have not been made heretofore but plans for systematic psychological examinations are culminating. The State colony for the feeble-minded has a waiting list of 400.

Six maternity cases have been cared for in the city hospital and returned to the detention hospital later.

The food is rated fairly good. Strict economy is observed. Diseased girls have their own dishes which they wash themselves.

The cleaning of the wards is done by the inmates and occupies two early hours daily. Girls under 18 attend school two hours a day and work in the laundry, millinery department, or sewing room, five hours. Although it is factory work under contract, no compensation is given, despite the fact that the city pays 90 cents a day for the maintenance of each patient. The sisters call it vocational training, which, in a sense, it is, although the patient's work is made commercially productive.

Naturally, denominational religious services are not provided. Roman Catholic inmates are required to attend mass daily; protestants need not participate.

The library facilities are fairly good. Girls showing aptitude are given violin or singing lessons. Plays are given. Inmates of the detention ward share the privileges and opportunities offered the other girls.

Images and ecclesiastical pictures are the only adornments.

Special privileges are accorded for good conduct. Unruly inmates are deprived of their uniforms and put on silence. The windows are heavily screened and the outside doors locked. A high brick wall surrounds the recreation grounds and drying yards, so that escape is practically impossible.

Two nurses are in charge of the clinic, all other attendants being nuns. The supervising nun has the general management of the senior department, including the venereal-disease cases, juvenile and adult. She is responsible to the mother superior, who is in turn responsible to the city health officer for the medical care of the quarantined inmates.

All physical examinations are given by the clinician. Tests are made at the laboratory of the city board of health. New cases are isolated for one week; longer if in infectious stages of disease. Only informal hygiene instruction is given.

The city continually objects to the expense of keeping up a detention hospital, and the health officer and health commissioner are unsupported in their fight for it. Funds are low, and the city officials frankly are not interested in the problem. With the limit set at 35, it is impossible to quarantine more than 40 per cent of the women examined at the clinic and found diseased. The remaining 60 per cent have to be paroled, to report to the clinic for treatment. For a while a follow-up worker was furnished by the "religious organizations" and the Red Cross, but at present the clinic has to depend on the services of one of St. Louis' 16 policewomen, assigned to duty there. Preference is given girls under 18 in the matter of quarantining, only 20 per cent of those sent to the detention hospital being adults, and the policy being to keep the adults as short a time as possible to make room for more of the younger girls. In this way only 80 per cent remain for full course of treatment.

The total number of women and girls admitted since the opening of the detention ward at city infirmary is 972. More than 700, or about 75 per cent, have been held for a satisfactory length of time. The Girls Protective Association has been active in planning for these and has offered them the hospitality of Euclid House, its girls home, after dismissal from the hospital. The average number of inmates treated daily for the whole period of existence is 30. While governmental assistance was being given the daily average was 27, and the actual number of hospital days was 1,739. The city health officer, called also chief diagnostician of the department of public welfare, is making a brave fight to have the work increased in capacity and improved on the social rehabilitative side, and he expresses appreciation of the assistance given by the Interdepartmental Social Hygiene Board.

FLORENCE CRITTENTON LEAGUE (INC.), 427 WEST TWENTY-FIRST STREET,  
NEW YORK CITY, N. Y.

In January, 1920, the officers of the Florence Crittenton League, with the indorsement of the State board of health, filed with the Interdepartmental Board a request for maintenance. Private subscriptions, by which the league is supported, had fallen off and living expenses had soared. On these grounds financial aid was requested. It was proposed, with the board's assistance, to treat and care for girls infected with venereal disease in the home instead of sending them to the city quarantine hospitals, as was the custom. The amount named as requisite for this purpose was \$300 a month. The plan did not develop, however, and \$349.50 on the per capita per diem basis of \$1.50 for the period from March 1, to June 30, 1920, was the total sum given by the Interdepartmental Hygiene Board.

Six girls were held for treatment during this time. A woman physician is in daily attendance; there is a resident graduate nurse, and the institution is provided with an isolation room, but equipment otherwise is too limited to admit of holding more than two or three girls at a time for treatment.

The Florence Crittenton League, established in 1890, is the mother house or oldest home in the chain of institutions of that name. It serves as a shelter for runaway girls and as a detention house for girls over 16 who have been arraigned in the women's court pending investigation of their cases. The Federal and city district attorneys and the police department place girls in the home instead of detaining them in jail. By serving in this way the league forms part of the social service of the women's court. Girls charged with offenses against chastity or held as witnesses against men who have commercialized them form about 70 per cent of the admissions. In 1920 the number was 537, or 70 per cent of 776, the total.

Medical examinations made by the board of health before admission disclosed 180 cases of venereal disease. Ninety, or one-half of this number, gave a history of sexual relations with soldiers or sailors, or both.

It is the custom to transfer diseased girls at once to the regularly designated city quarantine hospitals where they remain from 12 to 16 weeks. When dismissed by the physician in charge they are returned to the home for care until summoned to appear in court. Exceptional cases, young girls of the first-offender type, are treated in the home whenever this is possible, to obviate the contaminating influence of close association with hardened prostitutes in the quarantine hospitals. For the care and treatment of a few of this sort the board paid the sum of \$349.50. The per capita per diem rate was \$1.50 and the period covered was from March 1 to June 30, 1920.

This detention house occupies a large five-story brown-stone house; formerly a residence, and located in the heart of the city. Its capacity is for 30. It is steam heated and has good hot-water service. The precautions against fire are according to law.

There are three baths for the inmates but only one toilet. The laundry is well equipped. The diseased girls wash and boil their own clothing.

Two large dormitories accommodate 15 beds each. An isolation room has 2 beds. Besides the recreation room there is a sewing room.

The case record system is up to date; social histories and investigations are on file in the office. Classification as to age is not possible and very little as to character but the girls are constantly under supervision. Colored girls are placed in a separate and smaller room.

Mental tests are given the majority by the court psychiatrist prior to admission. Very low-grade mental cases are sent to the city hospital for the feeble-minded and epileptic on Randall's Island from which, as a clearing house, they may be committed to State institutional care.

Maternity cases are sent to various private hospitals as city patients; if diseased, to a quarantine hospital.

The food is good. The dishes used by diseased girls are sterilized.

Blood relatives only are admitted as visitors. All letters are censored.

In addition to the regular work of cleaning house the girls are instructed in domestic science and in sewing. They sew in the afternoons until 4.30.

The regular recreation period is from 4.30 to 5.30 p. m. Dancing and games are planned and supervised. Outdoor exercise is not provided.

Protestant, Roman Catholic, and Jewish services are held on Sundays.

The library consists of about 400 books, besides the current magazines, usually gifts. The girls sing, led by one of their own number, no instruction being provided. The recreation room has a piano and a phonograph. Well-chosen pictures adorn the walls.

Special privileges are accorded for good conduct and no emphasis is laid on discipline. Insubordinates are returned to prison. The outside doors are kept locked and doors and windows are fitted with burglar alarms.

The cooperation of other agencies is exceptionally good, notably that of the New York Protective and Probation Association, the Jewish and Protestant Big Sisters, and the policewomen. The personnel of the home itself includes two trained court workers. It is estimated that 60 per cent of the girls are diverted from lives of wrongdoing. They remain in the home from two days to six or eight months.

Eight officers, including the woman physician, are employed. The superintendent has full charge of the inside management. She is responsible to the house and girl's committee.

It is the effort of the management to do away, as far as possible, with institutional rules and to make the place as homelike as possible.

The average monthly cost of maintenance is \$750; maintenance and operation, \$1,350. The per capita per diem cost is 75 cents without overhead. The total cost for the year 1920-21 was \$15,337.68.

The amount of Federal aid in this case was small and made no appreciable change in the policy of the league with regard to the treatment of venereal diseases. The desirability of treating younger girls in the home was emphasized by governmental assistance, which

made this possible for a period of four months. The physician in charge says the greatest value lay in the opportunity thus afforded of demonstrating the value of classification as to age and character. How soon the league will be in a position to develop its plans for treating more girls in the home is a matter for conjecture only.

**AKRON WELFARE HOME FOR WOMEN, AKRON, OHIO.**

[April 29, 1921.]

The Akron Home for Women opened April 26, 1919, for "the detention of misdemeanant women and girls and the treatment of venereally infected women and girls." The city jail was the only emergency facility for the quarantine work of the health department and it was overcrowded. In order that this situation might be relieved the board aided in the establishment of the welfare home by granting maintenance for women and girls, white and colored, who were infected with venereal disease. It was understood that the city would take over the institution later on, but funds for this purpose were not immediately available. Maintenance was given from the date of opening to December 31, 1919, a period of nine months, the total amount being \$3,015.09. The number of venereal carriers held for treatment during governmental assistance was 96. The city appropriated \$12,250 for the support and maintenance of the home for the year 1920-21. The budget for 1921-22 is larger.

The second floor of a former rooming house, of the type known as a "bed house," was rented by the department of charities and corrections. The front rooms were set apart as offices, and a large room at the back was equipped as a clinic. The main part of the floor is used as a detention house. A corridor describes a square with rooms opening into it, right and left. The inside rooms are lighted by skylights and, except for five bedrooms, are utilized as bath and storerooms. All the outside rooms except the clinic and officers' rooms open on courts and are only fairly well ventilated.

Eleven bedrooms with two beds each afford a normal capacity for 22, but there have often been 44 inmates at a time, with two sleeping in each bed.

The building is steam heated and its hot-water supply is adequate. The fire department considers it not wholly fireproof. The equipment of fire extinguishers and fire escapes is good, and the front doors are never locked, an extra precautionary measure. Five shower baths and four toilets are for the use of the inmates.

The laundry room has stationary tubs and is equipped with an electric washing machine and electric irons. The ironing is done in a separate room. There being no drying yard, the clothes are hung on lines in the corridor, a very bad arrangement.

There is no provision whatever for the isolation of inmates in infectious stages of venereal disease, except that they sleep alone or with another diseased girl in the same room with girls who may not be diseased.

Admissions may be voluntary or by legal commitment with suspension of sentence for violation of the city ordinance or State law against prostitution. Under the State health law quarantine is for the period of infectivity.

Social histories are kept by the social investigator, who has her office in the welfare home.

Classification of the inmates as to age and character is not made. Colored girls are placed in separate rooms, if possible.

Mental tests are made, though not as a routine procedure. A local specialist examines noticeably low-grade mental cases once a week, and a worker from the State bureau of juvenile research once a month. The State institution for the feeble-minded is overcrowded.

Maternity cases are sent to the city hospital for confinement. The children's aid department follows up the cases, taking the infant if the mother has to be returned to the welfare home for the completion of her treatment.

The food is good, officers and inmates faring alike. The infectious cases eat at a separate table and wash their own dishes.

Three hours in the morning for house and laundry work and three in the afternoon for sewing is the daily program. No outdoor exercise is provided. Young Women's Christian Association workers tell stories one afternoon a week. Games and dancing in the recreation room are encouraged, though not planned for the inmates.

The home is supplied with a small number of books, about 50. Magazines and papers, donations, are burned from time to time.

A Protestant minister holds praise service Sunday afternoons and the girls sing under a Young Women's Christian Association leader. A piano and phonograph are in the recreation room where these religious services are held.

Trusted girls are given special privileges, including permission to take a walk or to go shopping. The windows are heavily screened and the back door is kept locked.

The Travelers Aid, Catholic Service League, juvenile court, and policewoman, known as the social investigator, cooperate actively and intelligently.

The regular staff consists of the superintendent, night matron, housekeeper, and social investigator. The superintendent has full responsibility. She is under the director of the department of public charities and corrections.

The clinic, as already stated, is in the welfare home. It is open to the public also, however.

All arrested women are taken to the home. Only those sent by the court for examination and treatment, to be tried later for prostitution, are examined on admission. Wassermann tests, in the same way, are not part of the routine of admission. Stranded women are cared for at the request of the Travelers Aid, homeless women for the department of charities and corrections, juveniles for the juvenile court if infected with venereal disease, and witnesses.

From the date of opening to January 1, 1921, there have been 271 admissions for treatment of venereal disease. The average length of time syphilis cases are held is two weeks; gonorrhea eight weeks. Only two runaways are reported.

The estimated proportion in 1919 giving a history of sexual relations with soldiers was one-half. The number for 1920 was negligible. The munition plants had closed and war influences were disappearing.

The average per capita per diem cost of maintenance is 65 cents, with overhead \$1.73.

The director of charities and corrections states that the Federation of Womens Clubs is deeply interested in securing a more suitable location for the welfare home in the suburbs but he fears there is little hope of this for the present. Akron is suffering severely from an industrial depression which started in the spring of 1920 and it is not believed that conditions will improve materially for another year.

There is no apparent friction between the health department and the department of charities and corrections, but the former holds the view that social service has nothing to do with health work and that venereal-disease control will never gain any headway until absolutely divorced from social service. Under very poor conditions good medical work and good social work are being done, but the fact that the two activities are not more closely coordinated is undoubtedly a handicap.

CINCINNATI GENERAL HOSPITAL QUARANTINE WARD K-3, CINCINNATI,  
OHIO.

[April 21, 1921.]

The Cincinnati General Hospital, established in 1915, opened a quarantine ward for women and girls, white and colored, who were infected with venereal disease, May 10, 1919. This was to meet a war emergency and to round out the work of the venereal-disease clinics (the United States Public Health Service clinic and the University clinic at the general hospital).

Difficulty in securing funds for the maintenance of patients admitted under quarantine regulations and a shortage of nurses

handicapped the work from the start. In the fall of 1919 the city seriously contemplated closing ward K-3. The average per capita per diem cost of maintenance was over \$3. In response to a request the Interdepartmental Social Hygiene Board came to their assistance by paying at the rate of \$1.50 a day for inmates held during the period from December 1, 1919 to June 30, 1920. The total amount paid in this way was \$5,984. The work is still going on and there is no talk of discontinuing it.

Ward K-3 has a capacity for 44 inmates. The maximum number held at any one time was 56. When the number of patients exceeded the number of beds the girls who were about to be discharged were placed in other wards to make room for new cases. March 15, 1921, when there were only 14 girls the quarantine work was moved to ward N-2. Here the capacity is for 17 only, but the overflow is taken care of as formerly. Both wards are modern in every way and thoroughly equipped. They are in the neurological building and the doors entering them are barred, making escape difficult. There have been 1,158 admissions in all. The repeaters number 480, some girls having been readmitted as many as seven times.

The general hospital is a large and very fine institution, completed in 1915. It is equipped with a modern heating plant and is fireproof.

The venereal-disease quarantine ward now in use has a bath, a shower, and two toilets. Patients in communicable stages of disease use separate facilities.

All laundry work and disinfecting are done in the main hospital laundry. The suits in which patients arrive are dry cleaned and pressed and hung on coat hangers; then underwear is laundered and put away. The hospital garments are in good condition.

The ward comprises one large dormitory with 12 beds, 2 separate rooms with 2 beds each, a single room for more particular isolation purposes; also a dining room, diet kitchen, and treatment room. All compartments open into a central space, or foyer, where the supervising nurse has her desk and from which a view of all activities is commanded.

There is no recreation room, but patients go to the roof garden for airing.

Women and girls arrested for violation of the city ordinance against prostitution are examined at the quarantine ward and held for treatment if diseased. This includes juveniles found to be infected with venereal disease and volunteers. All patients are held under quarantine regulations for the period of infectivity, their cases to be heard in court after hospital discharge.

Social histories of the inmates are kept by the board's field agent. Copies are filed in the offices of the Cincinnati Social Hygiene Society. Only medical histories are kept at the hospital.

There is no classification as to age, color, or character.

Hygiene instruction is emphasized by the Cincinnati Social Hygiene Association. A course of 12 lectures was recently given in the ward by a woman physician. The board's field agent gives informal talks frequently and invariably gives individual instruction.

Mental tests are given gratis in special cases by the psychologist of the city board of education. One intensive study has been made. The State institutions for the feeble-minded and insane are overcrowded and it is not easy to effect transfers.

The Ohio Humane Society takes over the care of maternity cases. In an emergency the general hospital itself provides care in confinement.

The food is good. Patients in communicable stages of disease are served in the isolation rooms.

No visitors are allowed in the ward. They may be received, however, any day in the social-service department of the general hospital.

The forenoon is regularly occupied in cleaning up the ward and in treatments. There is no provision for recreation and the long unoccupied afternoons and evening present a serious problem. A nurse is always on duty but supervision is somewhat superficial. The lack of appropriation for occupational and recreational development is the chief handicap in otherwise excellent work.

On Sundays the nurse in charge takes the girls to the hospital chapel, where both Protestant and Roman Catholic services are held. A rabbi visits the ward to talk with the Jewish girls. A deaconess leads in chorus singing once a week.

Magazines and books are sent in by interested citizens. In a cleared space at one end of the large dormitory where there is a phonograph, the girls dance. Flowers are sent weekly by the Episcopal Flower Mission. It is against the hospital rules to hang pictures.

There is no system of rewards and punishment. Fractious cases, instead of being returned to jail, are placed in one of the strong rooms in the psychopathic ward.

The social agencies of Cincinnati are very well organized and splendid work is being done. Juvenile cases are cared for by the juvenile court after dismissal from quarantine. Some are committed to the State reformatory and others to the colony for the feeble-minded. Those placed on parole are so well cared for that few are put a second time under quarantine. This is true of the Jewish girls referred to the Jewish charities, also. Other agencies, the foremost being the Cincinnati Social Hygiene Society and the Interdepartmental Social Hygiene Board, struggle nobly with the

rest but without an institution for the long-term commitment of girls over 18, and with inadequate facilities for custodial care of the feeble-minded no marked progress on the social rehabilitative side can be claimed. The majority of the repeaters is found in the groups needing long training or custodial care. Ohio has an appropriation for a new and much larger institution for the feeble-minded than that now in use at Columbus and the addition of a department for the care of convicted immoral women to the State reformatory for women is contemplated. The outlook, on the whole, is not discouraging.

Nursing service and general supervision of the quarantine ward is provided for as follows:

Supervising nurse, on duty eight hours, 7 a. m. to 3 p. m.

Experienced nurse, on duty eight hours, 3 p. m. to 11 p. m.

Experienced nurse, on duty eight hours, 11 p. m. to 7 a. m.

The supervising nurse is responsible to the city health officer through the hospital superintendent.

Wassermann tests and tests for gonococcus are part of the routine of admission. The nurses and internes take the blood for Wassermann tests, which are made in the hospital laboratory. An interne gives the arsphenamine treatments under the direction of a staff physician. The average length of time syphilis cases are held is six weeks; gonorrhea, eight weeks. Special cases are paroled to the board's field agent and the Cincinnati Social Hygiene Society by the jail parole officer of the department of public welfare, for general supervision and clinic treatment.

The number of inmates giving a history of sexual relations with sooldiers is 511, or 46 per cent of the total admissions, 1,158. With few exceptions, all were a menace on admission. Eleven escapes are recorded, 99 per cent remaining under treatment until discharged noninfectious.

The attitude of the health departments, State and local, and of the police department is wholly cooperative.

The general hospital, including the venereal-disease quarantine ward, is entirely supported by the city. The average per capita per diem cost of maintenance and operation is \$2.89; for maintenance alone, \$1.50.

Excellent work is being done and the assistance of the Federal Government in helping to hold together the quarantine ward is thoroughly appreciated by the health department and interested social agencies.

#### DETENTION HOUSE AND HOSPITAL, LAWTON, OKLA.

[April 8, 1921.]

Supported by popular subscription, Lawton opened a detention house for actual carriers of venereal disease in January, 1918. A

farmhouse on the outskirts of town was secured, capacity 20. It was without modern sanitary facilities. The chamber of commerce furnished the house, the United States Public Health Service equipped a treatment room and provided a physician, and the Red Cross gave the services of a nurse. An average of 14 women were treated daily. Statistics are not available as to the actual number of inmates admitted, but the provost matron, who was active in securing arrests and who often relieved the matron for several days at a time, states that 100 per cent remained until discharged by the physician in charge. The place was well guarded and all runaways were recaptured. Social work of a primitive sort was done and a number of girls were returned to their homes. The provost matron is also the juvenile probation officer, and excepting the Interdepartmental Board's field agents, the only social worker in Lawton. She was the first white woman settler.

Later the city and county reluctantly, and under pressure of the chamber of commerce, appropriated \$5,000 respectively for the remodeling the equipment of an exhibit building in the fair grounds, and September 25, 1918, the detention house was moved to this new location. Twenty-five girls were transferred from the farmhouse. One large dormitory had capacity for 45 women. Baths, showers, and toilets had been added but the conveniences generally were limited and the hospital was regarded as an emergency facility. Only \$2,000 of Comanche County's appropriation were expended. The Public Health Service and the Red Cross continued to contribute medical and nursing service until the spring of 1919, when the county health officer took charge. The number of guards was not increased but the matron was given two assistants.

Responding to a request the Interdepartmental Board granted maintenance on a per capita per diem basis of 71 cents for the period covered from January 1, 1919 to June 30, 1919. The total amount given was \$3,326.98. The detention-house board, appointed to serve during the period of governmental assistance expired when maintenance was withdrawn. Although the average daily number of inmates had been 26, through a sudden laxity of effort on the part of the police, noticeable early in June, the number dropped conspicuously, so that when the city abolished the home there were only 3 girls. This occurred less than a month after the board's support was discontinued. The city's alleged reason for closing the hospital was the demand of the fair association for the restoration of the exhibit building. The commissioner of finance does not hesitate to say that Lawton never wanted so "detrimental" an institution as a detention house and hailed with delight an excuse for its abolition.

Despite local opposition a third detention house was opened December 10, 1920. Pressure brought to bear on the city and county by the chamber of commerce originated with the commanding officer at Fort Sill who threatened to quarantine Lawton unless detention facilities would be provided. The city purchased an Army building at Camp Doniphan for \$120, sold enough lumber and building material to meet the expense of moving part of it to Government-owned land on the edge of town and the city and county appropriated \$1,800 each for remodeling purposes. The original equipment was brought out of storage and the work of quarantining disease carriers was resumed. The county health officer again took charge and the former provost matron became superintendent.

An agreement had been reached with the State board of health to maintain the home for two months definitely, and longer if funds were available. February 1, 1921, instead of a check from the State board of health in payment of accrued bills, the matron received an order to close the home. The chamber of commerce interfered, took active steps to recover the promised maintenance through the governor, and raised money to continue the work. April 5 the building was destroyed by incendiary fire. There was no insurance. The total number of girls admitted was 22. Five who were inmates when the fire occurred were removed to the county jail, a miserable place. They are being taken to the county health officer's office for treatment. An insurance agent, who says he is a bacteriologist, gives nearly all the treatments, except salvarsan, and makes all the tests. He says he gave a great many of the treatments to the women at the detention hospital.

The city and county officials await with amused interest the outcome of conferences now going on between the commanding officer at Fort Sill and the chamber of commerce, emphatically declaring their determination to invest no more money in detention houses.

The State board of health always, it is said, has been reluctant and slow to act. The local police department adheres to a policy of arresting no one on suspicion. The attitude expressed in Lawton is said to be more hostile than apathetic. The merchants, on the whole, ingenuously admit being actuated, not by conviction that a detention house is a hygienic and social necessity but rather by the fact that business brought to Lawton by Camp Sill amounts to \$800,000 to \$1,000,000 a year, the loss of which would be vital. This statement was made by a member of the chamber of commerce, one of a small group of socially minded men whose viewpoint has been strengthened by the Interdepartmental Board's field agents. As the city commissioners see it the chamber of commerce is weak in permitting itself to be bluffed by the commanding officer into believing he would

quarantine the town. Only 10 years ago Lawton was a "six-shooter town." A little manly resistance would be more becoming, according to the city fathers.

Despite many difficulties the detention home and hospital in Lawton, in its three locations, has cared for and treated a general average of 15 women and girls daily, except for five months in 1919 between the closing of the second and the opening of the third. The number of inmates rendered noninfectious during the period of governmental assistance was 178.

Admissions were made under quarantine regulations; also on vagrancy charges for which a fine of \$100 was imposed or 100 days imprisonment on conviction. The total number of admissions in the three locations was 525, a close estimate. The number paroled to complete treatment at the clinic on the bond of responsible citizens was 157. Broken quarantine or parole meant rearrest. Twenty-eight escaped. According to the provost matron all except 2 of those admitted gave a history of sexual relations with soldiers. Social histories were taken by the board's field agent. As already stated, Lawton has no social agencies, the only social worker being the juvenile probation officer, who was formerly provost matron, an elderly but exceedingly active woman.

**DETENTION HOUSE AND HOSPITAL OR "ANNA FINSTROM HOME,"  
COLUMBIA, S. C.**

[January 25, 1921.]

In June, 1917, the municipal government of Columbia established a detention home for women and children in a large house, formerly a "sporting house," in the colored section of the city. Prostitutes and children were cared for under the same roof. In June, 1918, application was made to the Federal Government for assistance in order that the city might better cope with the detention of actual and potential carriers of venereal disease. It was estimated that the probable cost of equipping and repairing the building for this new purpose and the rent for one year would be \$5,000. To match a gift of this amount the city agreed to carry the expenses of maintenance and operation. The house, with capacity for 60 inmates, lent itself admirably to a division for white and colored women, 30 each. It was proposed to admit women and girls of any age and of both colors.

Federal aid in \$5,000 was given after considerable discussion concerning the condition imposed by the Government agent, namely, that the children be removed. The city recorder, in his capacity as juvenile judge, holds jurisdiction over "children" under 18 years of age, which led to some confusion in his interpretation of this condition.

The name "Anna Finstrom Home" was adopted and the work of making the house ready began as soon as the children had been removed. The first inmates were admitted September 1, 1918. A high board fence, surmounted with barbed wire, had been built around a large yard suitable for recreation; the interior of the house had been renovated and furniture installed. Certain rooms were reserved for a clinic and hospital, which were to be under care of the United States Public Health Service physician. Until this department was ready for use and the new plumbing installed the inmates were taken to the Government clinic for treatment.

The work progressed satisfactorily and considerable local interest was manifested. The city officials would seem never quite to have been convinced of the value of the rehabilitative measures in use. An average of 13 treatments were given daily during this period. Eight inmates escaped, two were discharged to their families on condition that they report to the clinic for treatment, one was transferred to the State hospital for the insane, and eight were paroled, successfully. Three were returned to the jail as being too fractious to be cared for in the home. The others, including the eight paroled girls, remained under treatment until discharged by the clinician.

September 15, 1919, the city, having fulfilled its agreement to maintain the home for a year, withdrew its support and the institution was closed. The inmates had been disposed of gradually in view of this closing. Two were transferred to the State industrial school and three went to the Door of Hope. In November, 1919, it was reopened to accommodate the State school for girls, pending the completion of permanent quarters near Columbia. The work of the clinic was resumed and the Interdepartmental Board, on the application of the city officials supported by the State board of health, granted maintenance on the basis of \$1.50 per capita per diem for city cases. The general overhead expenses, as before, were to be paid by the city, the clinic to be supported by the joint State and Federal funds. The amount given by the Government for maintenance was \$3,739.50 on the per capita per diem rate of \$1.50, and the period covered was seven months, from November 1, 1919, to June 30, 1920, making the total sum of \$8,379.50 in governmental assistance given the Anna Finstrom Home.

The institution then took the name of the Anna Finstrom State Venereal Disease Hospital. The former superintendent again took charge. There was little change in the character of the work, except an increase in its scope making the admission of women and girls from any part of the State a matter of regular procedure instead of by courtesy of the city officials only. The State school moved out January 27, 1920.

Governmental assistance was withdrawn June 30, 1920, but the work was carried on through the next month. During this time interested and enthusiastic citizens attempted to raise money for its support, but before plans could be perfected it was announced that the council had decided to fit up the third floor of the city jail as a detention hospital for women convicted of violation of city ordinances and that these women would be held under the State quarantine regulations, receiving treatment in their section of the jail. The removal of the equipment given by the Government, including all the plumbing fixtures, to the third floor of the jail marked the passing of the Anna Finstrom Home.

The original detention house assisted by the board had capacity for 60 inmates, but it was equipped for the smaller number of 48. A large yard at the back was surrounded by a 6-foot board fence surmounted with barbed wire.

The heating was done by stoves. Hot water was furnished by a boiler attached to the kitchen range.

For the use of the white inmates there was one shower, one bath, and three toilets; for the colored two showers and two toilets. Strict care was taken that patients in communicable stages of venereal disease had separate arrangements.

The laundry facilities were fairly good. In a large room there were three stationary tubs. The ironing was done in the same room as the washing. The inclosed yard served for drying space. Each girl washed her own clothing.

Three large rooms upstairs were used as dormitories for white inmates and two for colored. An isolation room was provided. The recreation room, kitchen and dining rooms, officers' quarters, and the clinic were on the ground floor.

Admissions were under court sentence of 30 days, subject to quarantine for a longer period, or until rendered noninfectious and discharged. Federal commitment terms were from one day to six months, pending trial. One voluntary admission is recorded.

The only social histories taken, naturally not full, were notes made by the superintendent in a book of admissions and discharges.

There was no classification as to age and character. It is stated that the girls were all about the same type, country girls attracted by the war activities, and generally reformable.

Mental tests were made by the field psychologist of the State board of public welfare.

Six maternity cases were cared for by an organization known as the "Door of Hope."

Good, simple food was provided, practically the same as that for the officers. Girls in communicable stages of disease ate at a separate table, on the advice of the clinician.

Thirty-minute visits were permitted once a week. They were few in number.

The forenoon was taken up by house cleaning and treatments. The girls gained experience in cooking and laundry work under supervision. In the afternoons, except for a leisure hour from one to two, they sewed. Five nights a week two hours were given to school work. Recreation was not organized, but the girls played hand ball and other games in the yard for exercise.

Chapel was held daily; Protestant services Sunday afternoon.

A collection of about 100 books, with frequent gifts of magazines, a piano, and phonograph, helped to make the recreation room pleasant. The girls sang often under volunteer workers.

There was no system of rewards and punishment. The second-story windows were barred and the outside doors kept locked. Provost guards were on duty. It was as important to guard against intrusion as against escape.

The associated charities, Door of Hope, and State board of public welfare cooperated with lively interest. The probation officers of the juvenile court also assisted. The juvenile court and associated charities employ a colored social worker each. Sixty girls are known to have taken up better lives.

The staff consisted of the superintendent, who was a nurse, a white matron, a colored matron, and an assistant matron or housekeeper (white). The superintendent had full responsibility under a board of directors composed of representative men and women.

The clinician made all examinations and gave all treatments. Tests were made at the city laboratory. The average length of time patients were held was 10 weeks, syphilis cases 8, and gonorrhea cases 12. It is estimated that 90 per cent of the venereal-disease cases had had sexual relations with soldiers.

The home was supported by the city entirely-rent, salaries, and maintenance—except during the period of governmental assistance and from November 28, 1919, to January 27, 1920, while occupied temporarily by the State industrial school for girls, at the expense of the State.

The new quarters are on the third or top floor of the jail, cut off from communication with the rest of the building by an iron door at the head of the only stairway leading to it. No one is in constant attendance. The jailer's wife, employed as matron, supervises the cleaning up and is on duty during clinic hours, but her visits otherwise are irregular. The room called an office has a telephone, but the door is kept locked.

The section for white inmates is comfortably furnished. The regular prison fare of two meals is served by the jailer at the rate to the city of 75 cents per capita per diem, but a convenient kitchen has

been equipped in which a light supper is prepared by the women themselves. The colored quarters are as yet unsettled.

The prison bunks are in use, although beds and mattresses from the Anna Finstrom Home are stacked against the wall. No chairs have been given as yet. The aspect is forlorn in the extreme.

There are shower baths and toilets in both white and colored sections and stationary tubs are to be added.

Opinion is very clearly divided as to the real worth of the governmental assistance. Deploring the imminent closing of the detention house many citizens representing the progressive element were ready to contribute toward its support. They were not to be beaten, for four churches have actually raised money for a girl's home in which protective work will be done and such jail inmates received as have completed their treatment and are willing to be helped to reinstate themselves in society. In order to keep in touch with such possibilities committees from the churches are holding Sunday-afternoon religious services in the so-called recreation room for female law-breakers infected with venereal disease. The room is used once a week for this purpose, the white and colored inmates being brought in by the matron, who is the jailer's wife, from their respective quarters behind bars. In it the Anna Finstrom furniture, piano, books, phonograph, etc., are disposed in so restful and dignified a manner as to suggest a monument to the Government's desire to be helpful to Columbia in her war-time problems.

On the other hand the city recorder, known locally as the "Ben Lindsay of the South," constituting himself without reservations the spokesman for all the city officials, says that the Government created nothing but "hell and havoc" and set Columbia back five years. He is happy to say, however, that despite this handicap the city now has a permanent children's home in which offenders under 18 years can be held, no matter what the charge. This was his original intention, thwarted when the Government took over the detention home for women and children. And Columbia now has a decent jail for women, with a matron, another ideal realized. No thanks is due the Government for the furniture in the jail as it could have been bought by the city for far less than it cost to maintain the Anna Finstrom Home for the Federal Government.

The middle ground taken by the State health department has been very carefully thought out. In the bureau for the control of venereal disease it is felt that the Anna Finstrom Home was the biggest and most successful social work activity Columbia had during the war. It rounded out the work of the clinic splendidly. The fact that its continuance was made possible by the Interdepartmental Social Hygiene Board beyond the period of its usefulness as a war-emergency measure served an inestimable purpose when the agita-

tion to reopen the vice district came up last fall. The League of Women Voters rallied to the colors of the fine basic principles underlying the institution and defeated the movement. Viewed practically, however, the equipment at the jail is infinitely better than it ever was at the Anna Finstrom Home, at best an emergency measure, and much more effective medical work is being accomplished than formerly.

DETENTION HOUSE AND HOSPITAL OR "CAROLYN HOUSE," SPARTANBURG, S. C.

[January 27, 1921.]

Carolyn House, established July 1, 1918, was an outgrowth of the girls protective bureau, a Spartanburg enterprise fostered by the committee on the protection of girls of the Commission on Training Camp Activities, whose agent, in the fall of 1917, toured the cantonment cities advocating the establishment of girls protective bureaus and detention houses. The citizens appropriated \$5,000 from general funds raised to meet war needs and Carolyn House was supported at first from this appropriation, the director of the bureau acting as superintendent. In the absence of any specific organization for the purpose the bureau undertook anything relating to white girls' problems. Its aim, however, was to be protective rather than remedial and the detention-house committee, though never inflexible, was imbued with this spirit throughout the life of the institution.

The close proximity of so large a training camp as Wadsworth, with Camp Sevier near by, to say nothing of Camp Bragg, near by in North Carolina and the naval station at Charleston and Marine Corps station at Parris Island, S. C., made the game "fast and furious," according to the chairman of the bureau. The military and naval population of South Carolina in April, 1918, was 113,531.

Although local war organizations, on closing, gave their equipment and unexpended balances to Carolyn House from time to time the financial situation was fast becoming precarious when the Inter-departmental Board came to the rescue. Governmental assistance was granted in maintenance. The amount given was \$1,403.78 and the period covered was six months, from January 1, 1919, to June 30, 1919. The average daily number of inmates treated for venereal diseases during this time was 6, and the actual number of treatments given was 1,039, the total number held being 73.

There were many disheartening features about the work, notably the inability to secure a trained responsible matron. Frequent changes were made and more than one matron is said to have played into the hands of crooked military and local police. The divided duties of the director of the bureau made it impossible for her to

give the work the close attention it needed. Several regrettable changes occurred in this administrative headship.

Upon the withdrawal of governmental assistance in maintenance, June 30, 1919, the city appropriated \$100 a month to supplement the dwindling funds of the committee. An efficient matron had at last been secured and the work was running smoothly when the committee was notified by the Interdepartmental Board that the director of the bureau, now called a field agent of the board, would be removed on the closing of Camp Wadsworth.

The impending obligation to carry the entire burden of support led to a petition to the county officials to join the city in supporting Carolyn House. Fate was hanging in the balance when the building was destroyed by fire, whether accidentally or not no one knows. One chimney had a defective flue, neighbors were opposed to Carolyn House, which was unpopular generally, but suspicion attaches nowhere. The inmates, eight in number, were removed to the city jail. The city collected \$1,000 insurance on the house and the committee \$1,000 on the furniture and equipment. The city cut its appropriation from the budget and the county took no action.

A petition is again before the county delegation to the 1921 legislature, now in session, to have the law changed so that the city recorder will be obliged to hold a juvenile court, and for an appropriation of \$6,000 for the maintenance of a new detention home. The city has already pledged partial support and the girls' protective bureau, never quite dead, collected \$1,000 insurance on the equipment burned in Carolyn House. Interest is keen and the outlook hopeful.

Carolyn House was an old, two-story frame dwelling on city property in the heart of Spartanburg. It stood in a large yard, unfenced, and adjoining the so-called town lot where horse sales are held and farmers sell their produce from their wagons. At one time it had been a questionable boarding house. It was heated by open fireplaces and stoves.

Two dormitories accommodated five and seven beds, respectively. A separate room was used for isolation purposes. When overcrowded, as often happened, two girls occupied the same bed. Besides the officers' rooms and an office there was a treatment room, a recreation room, a dining room, and a kitchen. Officers and inmates had a bath and toilet each. Separate arrangements for patients in communicable stages of venereal disease were not possible but disinfectants were carefully used.

The laundry facilities were poor. The washing was done outdoors, under the trees, each girl doing her own.

Admissions were voluntary and under court sentence of 30 days, subject to local and State health ordinances providing for quar-

tine and treatment and under the Federal statute, section 13, act of May 18, 1917. Volunteers were permitted to remain under care as long as willing. One girl stayed six months. No age limit was set but preference was given young girls and first offenders, the majority of whom came from the neighboring cotton-mill towns.

Social histories were kept and case work done by the board's field agent. Classification as to age and character would hardly have been possible in so small an institution.

Psychological examinations were made by an Army psychiatrist until Camp Wadsworth closed.

Three maternity cases were cared for in "Charity Hospital."

The food is said to have been good.

Male visitors, except fathers and brothers, were not permitted; suitable visitors were welcomed at any time.

The mornings were occupied in housework and medical treatments. The afternoons, though not fully organized, were usually busy. School work, two hours a day, five days a week, was conducted a large part of the time by a teacher supplied by the public-school authorities. Volunteers from various Protestant Bible classes taught sewing one to two hours, irregularly. Outdoor recreation was supervised by the matron and sometimes by volunteers. Basket-ball equipment was given by a friend of the organization and the girls taught to play.

All the inmates were Protestants. Sunday school, mornings, and song services Sunday afternoons were conducted by church committees of ladies. One matron used occasionally to take the girls to Salvation Army services, despite the fact that the wisdom of this measure was doubted by the detention-house committee.

The library facilities were excellent, Carolyn House being next door to the free public library, and having the personal interest of the librarian and her assistants. Girls who had won confidence by their good behavior were permitted to go back and forth for books for themselves and the less privileged girls. The ruins of Carolyn House are in full view from the library windows.

Singing and dancing to phonograph music were encouraged.

There were neither guards nor fences.

The cooperation of the Travelers Aid, Young Women's Christian Association, Salvation Army, Red Cross, and various church organizations was active. The passing of Carolyn House is deplored by the Travelers Aid.

A matron, assistant matron, and housekeeper were employed, the matron being responsible to the detention-house committee.

A well-equipped treatment room served for examinations and all treatments except arsphenamine, the Government clinic nurse visiting Carolyn House daily for that purpose. Syphilis cases were

taken to the clinic for treatment by the clinician. The average length of time patients were held was 10 weeks.

It is estimated that not more than 20 of the probable total number of admissions, 220, had not been involved sexually with soldiers or sailors.

Authentic figures as to the amount of medical work done at Carolyn House and the actual number of inmates cared for are not available, most of the records having been scattered or destroyed in the fire. It is estimated, however, fairly accurately that the average daily number of inmates for the entire period was 15. It is definitely stated that only two of the inmates were free from venereal disease when admitted.

It is not claimed that the character of the rehabilitative work done was high grade, but it is clear that Spartanburg could not have handled her problem without a detention house and that she could not have carried it on as long as she did without governmental assistance. It is also clear that the most progressive citizens are determined to have a permanent detention house conducted in accordance with the ideals and principles upheld by the trained Government agents who had charge of the war-emergency work.

A criticism of the Government, intended to be constructive, and expressed by several of the persons interviewed, is that "too many salaried agents were sent to give free advice and too little money was available to carry out the plans dictated." Also, the wisdom of the Government in removing its agents just when their work was becoming effective is questioned.

January 20, 1921, Mr. John A. Law, formerly chairman of the girls' protective bureau:

Carolyn House, owned by the city, was loaned for the use of a detention house and hospital. Early in January, 1920, it was burned, whether by an incendiary or accidentally no one knows. One of the flues was defective, the neighbors were strongly opposed to having a detention house in their vicinity and the inmates were more or less restless all the time, but definite suspicion attaches nowhere.

Spartanburg was crippled when the Interdepartmental Social Hygiene Board removed Miss Dorothy Meigs, whose work as director of the girls' protective bureau was admirable and effective. The game was fast and furious but Miss Meigs was always equal to it. The detention house was full to overflowing all the time but fell off after she left. Her successors never seemed to be able to find as many girls needing the services of Carolyn House as she had. The character of the work changed, developing more along venereal-disease lines to the disadvantage of the protective aspect. This was a disappointment to the committee. Support became increasingly difficult to secure and the committee was in a quandary whether to go on or not when the fire occurred. The medical histories and some of the case records and the books in which the current expenses were kept were lost in the fire. Mrs. Manning took charge of what records were saved. As treasurer she also has

the accounts saved. Very much interested in the work and regrets that she could only devote a limited amount of time to it. Desirous of seeing it revived.

**Mrs. W. S. Manning, formerly treasurer, girls' protective bureau:**

I have just received a letter from the Interdepartmental Social Hygiene Board. \* \* \* I have been intending to write the board direct "blowing off a little steam" as to what I really think of it. Too many salaried agents came to Spartanburg to give free advice to the girls' protective bureau and detention-house committee and too little money was available to help carry out the plans dictated. The removal of Miss Meigs, whose salary was paid by the girls' protective bureau, and later of Miss Evelyn Williams just when these workers had succeeded in straightening out the difficulties and organizing the work so that it was fairly steady was unfortunate if not unfair. [This criticism was not in the least unfriendly, but meant to be constructive.] It was a misfortune that the Interdepartmental Social Hygiene Board was unable to continue assistance in maintenance longer. It is discouraging to back up an enterprise that is dependent on legislative action because of the uncertainty.

The history of Carolyn House is briefly this: Miss Maud Miner, in October, 1917, held a citizens' meeting to arouse community interest in forming a girls' protective bureau. No Federal funds were available for the salary of a director, but Miss Miner said she would secure the services of a trained worker. November 1, 1917, Miss Meigs was engaged at a salary of \$1,800, the citizens of Spartanburg having appropriated \$5,000 from its general fund for camp activities for the work of a girls' protective bureau. Miss Meigs had a hard time. The committee was rotten. The men simply didn't count except Mr. Law, the chairman, who was too busy to do more than stand by, giving his prestige and advice. The city officials were unfair. Miss Meigs soon said she must have a detention house. Girls were being thrown into the jail where there was no matron. There is no matron now. The house loaned by the city and opened as a detention house had been a questionable boarding house, twice raided. The city spent \$500 in much-needed repairs and the bureau spent \$1,000 for furniture and equipment. The city agreed to give \$100 a month for maintenance and operation, deficits to be made up from the committee's fund. Then a frantic search for a superintendent began. Miss Meigs and Mrs. Shay, wife of a soldier at Camp Wadsworth who had had some experience in delinquency work, ran the house without a matron until Miss Meigs left in October, 1918. Mr. Law was deeply aggrieved at her removal and insisted that the work never again reached the standard to which she had brought it.

Mrs. A. C. Gardiner, who succeeded Miss Meigs, brought with her Miss Mertha Rider. The committee had expected that Miss Rider would take the position of working housekeeper but she insisted that she understood she was to be Mrs. Gardiner's secretary, and the committee did not protest. A housekeeper had to be engaged. Mrs. Gardiner was Miss Needham's suggestion. She was highly cultured but quite tactless. Mrs. Manning admired her fearless attacks on the city officials who were so antagonized that they notified the committee the appropriation for maintenance would be withdrawn unless Mrs. Gardiner would be removed, and that no more girls would be transferred to Carolyn House from the jail. The committee as a whole failed to stand behind Mrs. Gardiner. The women wanted to justify her publicly but the men said "Let her pay the penalty of her tactlessness. We must have the city's support in this emergency."

Mrs. Gardner and Miss Rider left March 15, 1919. Miss Needham again came to the rescue, running Carolyn House herself for about 10 days until she secured Miss Evelyn Williams, a South Carolinian, whose salary was paid by the Interdepartmental Board for services as field agent to include the directorship of Carolyn House. A succession of inefficient matrons was Miss Williams's handicap. She did wonderful work despite Mr. Law. The committee finally succeeded in getting a really good matron. Private war organizations on closing gave their equipment and unexpended balances to Carolyn House. The financial situation was precarious but the work was running successfully. Then the committee was notified that Miss Williams's salary would be paid only until Camp Wadsworth closed. The impending need of providing again the salary of a director led to the committee's appeal to the county delegation and city officials for a new detention house or the remodeling of Carolyn House and \$6,000 for maintenance and operation. The plan was approved by both city and county but before it could be perfected the fire occurred. The girls, eight in number, were turned back to the city jail. The city collected \$1,000 insurance on the house and the committee \$1,000 on the equipment. The city cut its appropriation from its budget and the county took no action.

Nothing has been done since until very recently when, being desirous of having a juvenile court and detention house, several members of the original committee of the girls protective bureau called a citizens' meeting, inviting Mr. G. Croft Williams, secretary of the State board of charities and public welfare, to attend. Mr. Williams told the meeting that Spartanburg is the only city of its size (nearly 30,000 population) in South Carolina without a juvenile court and stressed the need of a detention house, and of a distinct program for dealing with juvenile offenders. A committee was appointed practically the same as the original girls' protective bureau committee, to take up the situation with the result that a petition has been presented to the county delegation to the legislature asking the county to give a house and lot for a detention house, also part maintenance and to change the law so that the recorder will be required to hold a juvenile court. The city has already been petitioned and has agreed to give part maintenance. The outlook is hopeful.

Mrs. Manning, who was in active touch with the work, estimates the total number held at 220, only 20 of whom had not had sexual relations with soldiers.

Mrs. Manning's spirit is splendid. She is progressive and fearless, but handicapped by the lethargic attitude of many of her townspeople and committee members. She gave me much of the information for filling out the questionnaire but was unable to give accurate statistics as to the population. She referred me to the clinician at the venereal-disease clinic, Doctor Booth, and the Public Health nurse, for medical histories of the inmates. She made the definite statement that only two inmates were free from disease on admission. What records were saved from the fire were placed in the public library. Miss Evans, secretary of home service and Red Cross juvenile probation officer, has some of these records in her office.

Mrs. Manning is a sister-in-law of Governor Manning, who was in executive office until recently.

January 21, 1921: Called on Miss Evans. Except for a folder of general correspondence the records are still at the public library. They are incomplete and in disorder. She has never been able to get any satisfactory information from them. The work at Carolyn House was greatly criticized, partly due to the fact that it never had a wholly satisfactory superintendent and that the matrons or housekeepers were practically impossible. The new State industrial school for girls at Campobello and later at Columbia was always too full to admit girls from Spartanburg. Several girls were sent to the North Carolina State school at Samarcand, but usually they had to be discharged as soon as they were noninfectious or had served the 30 days jail sentence. The place was always overcrowded. The girls' cases were tried by the mayor, who knew little about social work. Offenders against city ordinances are now heard by the city recorder, who is equally uninformed on social reclamation. Spartanburg needs a juvenile court and a detention house badly. A probation officer can accomplish little without a juvenile court.

Called at the venereal clinic and met Doctor Booth, the clinician, and Miss Grant, the Public Health nurse. Both were reluctant to comment on Carolyn House. Doctor Booth said that there was nothing but "turmoil and strife" from the start. The committee was composed of fine people, but the records were not kept up to date and impossible women were employed as housekeepers. The work improved greatly toward the last and conditions were becoming settled.

Wassermanns were taken at the house by the nurse, who also gave the treatments for gonorrhea there to obviate as much as possible bringing the girls to the clinic. He himself gave the salvarsan treatments; the matron brought the girls to the clinic. He was unwilling to make even an approximate estimate of the number of patients treated or the number of treatments given. The treatment room was well equipped. His reports and medical histories are filed away and he said he had no time to get them out for statistics. Those kept at Carolyn House were lost in the fire. Copies of his reports for the whole week of the clinic, including the inmates at Carolyn House, may be accessible in the office of the State health officer in Columbia. He said he was swamped with reports all during the war and dreaded the thought of them.

There are 26 mill towns in the county and he is kept busy. Women and girls held in jail are treated by himself and the nurse. The detention house served a purpose in that the less hardened girls escaped confinement in the jail. The follow-up work was persistent and no

girl was discharged until noninfectious. There were runaways, however.

Miss Grant walked several blocks with me on her way to lunch and gave me some information for the questionnaire. She said the detention house was unpopular, that it had a bad name because the matrons were poor and inefficient. More than one—they were always changing—was said to be corrupt and to play into the hands of the military and local police. With proper management she felt the institution could have been made valuable. Spartanburg sadly needs a good detention house. There are always young girls in the jail, a pitiful situation. She said she was unwilling to give even an approximate guess as to the average number of treatments given.

I went to the public library and looked through a lot of case records and general correspondence, but could find no statistical reports. Miss Bangham, the librarian, pointed out the ruins of Carolyn House. The broad windows of the library look out on the property, which is only a few feet away and in full view. It would have been impossible not to observe everything that went on there during the day. Books were sent over to Carolyn House and the girls were often permitted to come to the library for books. Originally the girls were given too much freedom. They used to climb out on the roof and sing popular, often vulgar, songs at the top of their voices. They dressed as they pleased and spoke to passersby from the windows and the yard. They escaped repeatedly. No evidences of vocational training were seen. This was the character of the work while the committee had the most money for operation. Improvements appeared later. The girls were taught sewing and to make suitable garments for themselves. They were kept out doors a great deal under supervision. Recreation was better organized and more discipline exercised. School hours were kept and the institution was in the way of becoming valuable when the fire occurred.

Miss Cummings, Travelers Aid agent, and Miss Mahaffey, general secretary of the Young Women's Christian Association, made very similar statements to the effect that Carolyn House served a useful purpose and that it is greatly missed. Miss Cummings particularly feels the loss in her work.

January 25, 1921: Interviewed Dr. Akin, State venereal-disease officer, in Columbia, but was unable to secure from him any statistics as to the actual number of inmates treated at Carolyn House nor the volume of medical work done for them there and at the Spartanburg clinic. The Carolyn House cases were all included in Dr. Booth's general report on the activities of the clinic.

G. Croft Williams had no definite information concerning Carolyn House later than March, 1919, when he visited the institution

and reported six inmates, two of whom were under 18 and four over 18 years of age. Two girls had been cotton-mill operatives, one a waitress, one a housekeeper, one a telephone operator, and one a woman of the streets. He referred me to his report on detention houses in South Carolina, in the quarterly bulletin of March, 1919, of the State board of charities and corrections. "Contents: Social hygiene in South Carolina."

DETENTION HOUSE AND HOSPITAL OF THE FLORENCE CRITTENTON LEAGUE,  
CHATTANOOGA, TENN.

[February 18, 1921.]

The Florence Crittenton League of Chattanooga, rising to the colors, left its regular work in the spring of 1918 to assist "Uncle Sam and humanity" in the task of interning and treating women and girls, white and colored, who as venereal-disease carriers were menacing the health of soldiers, particularly those at Fort Oglethorpe and Camps Forrest and Greenleaf.

Chattanooga City and Hamilton County contributed \$5,000 each and the Rotary Club \$5,000 toward this project. The original location of the league in town was sold and the proceeds added to the general fund. The entire equipment was turned over also.

A small farm of 11 acres, in the suburbs, with a two-story dwelling, a separate cottage, and a group of greenhouses was purchased, and two frame buildings erected, each with a capacity for 30. The original dwelling and one of the new buildings served as dormitories for white inmates, the cottage being used for the colored girls. One of the new buildings was equipped as a clinic and infirmary. The Red Cross furnished nurses and the Public Health Service supplied the services of a physician and the medicines. The city and county each agreed to provide 25 cents per capita per diem for maintenance.

On the ground of need for increased facilities application was made for an appropriation from the President's fund. A grant of \$10,000, recommended by the Director of the Section on Reformatories and Detention Houses, would have been made, probably, but for the comptroller's decision.

The hospital opened in May, 1918. Admissions were voluntary and by court sentence of 30 to 60 days for vagrancy. When it seemed advisable sentence was pronounced for 364 days. The quarantine term of commitment was for the period of infectivity. Federal cases were held pending trial.

The capacity was for 100 inmates. There were four baths, six showers, and six toilets. Separate arrangements were made for cases in communicable stages of the disease.

The laundry was modern and equipped with complete electrical apparatus. Disinfectants were used.

Five separate rooms served for isolation purposes.

There was a large recreation room with a piano and phonograph and a limited number of books. A large proportion of the inmates were low-grade mentals with little interest in books.

Social investigations were made by board members and cooperative agencies, but histories were not kept systematically. It is estimated that 60 per cent of the inmates were from the country and neighboring mill towns. There were a few waitresses and sales girls, a show girl, and two manicurists. The average pay of those who had been wage earners before entering quarantine was \$11.80.

At first there was no classification as to age and character, due to the fact that commitments were made very rapidly and no trained workers were available. Standards in this respect improved greatly as the work progressed, however.

Mental tests were made during the war by a camp psychiatrist. A study of 122 inmates gave the following results:

Mental age below 12 years-----	44
Mental age below 10 years-----	38
Mental age below 9 years-----	30
Mental age below 8 years-----	12
 Total -----	 112

"Six-sevenths were below the mean average score of the mental grades of the United States Army." The examiners recommended 31 cases for permanent institutional care, but as Tennessee has no State colony for the feeble-minded, transfers could not be effected. The State recently appropriated \$250,000 for this purpose, but plans are not yet on foot to start work.

Maternity cases were cared for in the institution, the league being primarily organized to care for unmarried mothers. It is stated that an average of 12 births a month occurred.

The food was good, the diet ordered by the physician in charge.

Visitors were permitted twice a week.

Three morning hours were occupied in housework. Medical treatments were usually given in the morning, also. Volunteer committees taught illiterates, although the psychiatrist felt that school work was time wasted, it is said.

Cooking, sewing, and laundering were taught by way of pre-vocational training. The girls worked in the gardens and greenhouses. This distinctive feature of occupational training was never highly developed, however, to the disappointment of the board of directors. This was because of the view held by the physician in charge that overexertion while under treatment retarded recovery.

Two hours a day of supervised recreation in the open air were required. There was too much time for leisure, which was often inadequately supervised.

City ministers, Protestant, held services Friday afternoons, and Sunday school was conducted Sundays by church committees.

Except for one "thinking room," there was no provision for the actual detention of inmates. Troublesome cases, uncontrollable by the superintendent, were returned to jail.

Among the cooperating agencies were the associated charities, Travelers Aid, Young Women's Christian Association, and juvenile court. The board's field agent found both individuals and organized societies responsive and interested. The league's annual report for 1918-19 states that "20 per cent of the inmates were restored to their homes. Two were sent to school in another part of the State, several were transferred to other institutions, several secured positions, and a few married." Actual statistics are not available.

Besides the superintendent, two assistants, a colored matron, a cook, and night watchman were employed.

Tests for venereal disease were part of the routine of admission. Patients were carefully classified in separate wards. Blood for Wassermann tests was taken by the clinician. Salvarsan treatments were given by the clinic nurse. All treatments were given at the detention hospital. The average length of time patients remained under treatment was six weeks.

It is stated that 100 per cent of the total number of admissions gave a history of sexual relations with soldiers.

Since a grant from the President's fund was made impossible, a request for maintenance was approved after a delay of several months during which time the Director of the Section on Reformatories and Detention Houses sought to bring up the standards in the matter of classification as to disease and the use of separate sanitary facilities by diseased patients. The women on the board were fine, but they were not trained for so huge an undertaking. They could see what was wrong, but they were unable to cope with the situation unaided. They resented the suggestions of the Government agent at first. The physician in charge took absolute authority, admitting and discharging arbitrarily. The first nurse was untidy. There was a lack of cooperation between the Public Health Service, the city, and the board of directors. All this was greatly improved, however, as the work progressed. The Interdepartmental Board finally gave maintenance for the period from January 1 to June 30, 1919, to the amount of \$5,237.64, on the per capita per diem basis of 71 cents. The number of patients cared for during this period was 276.

The institution was destroyed by fire in August, 1919, after six months of service as a quarantine hospital and detention home. The total number of admissions was 667.

The total receipts, not including the \$5,237.64 granted by the board nor maintenance given by the city and county on the per capita per diem basis of 25 cents each, were:

Hamilton County -----	\$5,000.00
City of Chattanooga -----	5,000.00
Rotary Club-----	5,000.00
Sale of former location-----	5,000.00
Private subscription for maintenance-----	4,770.18
 Total -----	 24,770.18

The work was not uniformly good. Inability to secure a trained superintendent was another serious handicap in the beginning. Early in 1919, however, a special agent of the board reported that discouraging features were being overcome and that the institution promised to be one of the good detention houses.

When the fire occurred, the inmates of the home were transferred to the county jail in Chattanooga. The quarantine work was taken up a little later by the health department and a new group of interested citizens and is still going on in a fairly well-equipped section of the jail. The Florence Crittenton League resumed its original work in a small building undisturbed by the fire and is now caring for 12 girls under one superintendent. Examination for venereal disease is a matter of routine, and the care and treatment of diseased girls has become part of the work of the league, an accomplishment directly attributable to governmental activities along that line.

A particularly heavy problem was met in fine spirit in Chattanooga. Although the emergency hospital was burned in August, 1919, the quarantine work practically covered the period of demobilization so that it may be said to have served the war emergency effectively.

#### VENEREAL QUARANTINE HOSPITAL, CHATTANOOGA, TENN.

[February 16, 1921.]

Governmental assistance in maintenance was promised this detention hospital from the date of its opening, November 6, 1919. An appropriation of \$3,600 was made from the International Social Hygiene Board's fund to cover a period of four months, from November 6, 1919, to March 31, 1920. A similar amount was given for the next three months or until June 30, 1920, making a total grant of \$7,200.

The original detention hospital in Chattanooga, to which the board gave maintenance from January 1, 1919, to June 30, 1919, was

destroyed by fire in August, 1919. The Florence Crittenton League, which had expanded to meet the war emergency, gave up the detention and treatment of women and girls infected with venereal disease and settled down to its regular work after the fire. This left Chattanooga without detention facilities. A committee of representative citizens, supported by the State and local health departments filed with the board an application for maintenance, a location having been secured in the county jail for the care and detention of white women and girls and space in another section of the jail for colored women and girls. The third floor had been leased by the city from the county for a nominal sum, with an agreement that "light, heat, janitor service, and laundering of bed linen and towels" would be furnished by the county. The agreement further provided that 75 cents per capital per diem would be paid the county for meals furnished the patients of the quarantine hospital and for the matron and her staff. The city was unable to pay this rate because its budget was made out prior to the time venereal-disease work was organized, and for this reason governmental assistance was given. It was estimated that \$1.50 per capital per diem would be required to pay the sheriff and to provide additional and more suitable food than mere prison fare for the venereal-disease patients.

The quarters in the jail occupied as a detention hospital for white women and girls are on the top floor, fairly well lighted and ventilated. Four wings open into a central space, with a stairway to the floor below. At the foot of the stairs a barred door shuts out the rest of the jail. The floors are concrete.

The capacity is for 35. The building is steam heated and fireproof. The plumbing is modern and in good condition. There are 4 baths, and 15 toilets, 1 in each compartment, or cell. Each inmate is required to bathe once a day and to wash the tubs with disinfectants.

The bathtubs are used by the inmates for washing their own clothing, also with the free use of disinfectants. Electric irons are provided. Sheets and towels are sent to the jail laundry. Gingham aprons are furnished, but the girls are not required to wear them if they prefer their own clothing.

In the 15 separate compartments, in the four wings, the cots are disposed, two to five in each. There is no special provision for the isolation of infectious cases. The girls move freely throughout the whole floor. One compartment is fitted up as a diet kitchen, another as a treatment room. The matron has a suite of two rooms and bath. There is no recreation room. The girls congregate in the small central space at the head of the stairs leading to the floor below.

Colored women and girls are held in a corridor of cells in the basement, damp in winter and poorly lighted. In the winter months they are removed to a corridor on the second floor, also dark and

poorly ventilated, but dry. Both spaces have capacity for 25. The regular cell bunks are used.

There have been 4 voluntary admissions. The total number of admissions to January 1, 1921, was about 250. Thirty to sixty days is the term of commitment on vagrancy charges subject to quarantine for the period of infectiousness. State and Federal cases are admitted.

Except for the social histories taken by the board's field agent, none are kept.

The younger girls sleep in a separate wing, but all mingle during the day.

Mental tests are not made.

The food is fairly good. In addition to the regular prison fare of three meals a day, sugar is supplied and milk for the sick girls. Supper, which the girls prepare themselves to supplement the sandwich sent by the jailer, is the best meal of the day. The food for this meal is bought by the superintendent and paid for by the State health department at the rate of 25 cents per capita per diem. During the period of governmental assistance much better food could be supplied. Strict economy has always been the practice. Many gifts of fruit and other food are received from friendly individuals and societies. Each girl has her own tin plate.

Visits from parents and relatives are permitted twice a week. Co-operating agencies may send visitors at any time. They are specially welcome in the evening. All visits are chaperoned by the matron in charge except those of attorneys to their clients.

Six a. m. is the hour for rising. Two or three hours are occupied in cleaning up for the day. Practically the whole forenoon is taken up by treatments and laundry work. In the afternoon the girls take turns at making aprons or piecing quilts on the sewing machine in the matrons sitting room. The others are given hand sewing to do. Several church organizations are planning to furnish more sewing for them. There is too much time for leisure. There is no planned recreation. The girls sing and dance when permitted by the matron. There are no books and no pictures, but the church committees raised money for a phonograph. A volunteer teaches the illiterates once a week for two hours.

Thursday evenings and Sunday afternoons various church committees hold services.

For all the social work with the inmates, plans for returning them to their homes, or the finding of employment for them on discharge, the superintendent depends on the board's field agent, who has the cooperation of the associated charities, Travelers Aid, Women's Christian Temperance Union, juvenile court, in fact nearly all the social agencies in Chattanooga and all the churches. During the

period from April 19, 1920, to January 1, 1921, the only time for which statistics are available, one girl married, employment was found for four, six were returned to good homes, and three were engaged by the city on discharge as attendants in the city venereal-disease clinic.

Originally a day and a night matron were employed, nonresidents. Now a white and a colored matron are on duty continuously, each in her own section. The white matron is the supervisor. She is responsible to the "special health officer in charge of venereal-disease work." She is a woman of remarkable poise, native ability, and human insight. She is said to have a strong influence for good over the inmates and to be able to enlist the active interest of churches and organizations.

Tests for venereal disease are made by a physician at the city jail as soon after city or county arrests as possible. State and Federal cases are examined at the quarantine hospital, also by a physician. Tests are made at the city laboratory. Salvarsan treatments are given by the physician in charge; the superintendent gives all other treatments. She is an undergraduate nurse. The average daily number treated is 42. Patients remain under treatment from one to five months, sometimes longer. Noninfectious syphilis cases are often paroled to report to the clinic for follow-up treatments.

One hundred per cent of the inmates would, if free, be a menace to the health of soldiers, sailors, and civilians.

The financial agent, who is also the "special city health officer, etc.," says that until lately 75 per cent of the inmates remained until dismissed noninfectious. Of late there has been trouble with habeas corpus proceedings, so that not more than 50 per cent remain until dismissed. At the next legislature the State health laws will be so amended as to remedy this difficulty. In the meantime it would seem unwise to antagonize by contesting.

With the most limited facilities the venereal quarantine hospital is doing good work. There is room for improvement, but under the circumstances the situation is well handled. The community is interested, visitors go freely and frequently to the jail, and the local health department is thoroughly appreciative of the governmental assistance which made it possible to establish the hospital.

#### DETENTION HOME AND HOSPITAL OR SHELBY HOSPITAL, MEMPHIS, TENN.

[April 18, 1921.]

January 1, 1919, the Memphis war committee on protective work for women, known as the vice-control committee, executed a lease at a monthly rental of \$100 of an old frame building in Memphis, formerly used as a sanitarium for drug and liquor addicts. About

\$15,000 had been raised by popular subscription, part of which was used in establishing at this location a detention house and hospital for "the care of venereally infected white women and girls, chiefly delinquents." In this campaign for funds the interest and cooperation of the Federal Government was counted on, the Government agent who investigated the situation having recommended that \$5,000 for maintenance be appropriated from the Interdepartmental Social Hygiene Board's fund. It was understood that the city and county would each provide 25 cents per capita per diem for the same purpose, but this was never effective. Although a few girls were admitted it was not until May that a physician was secured for the treatment of the inmates. The vice committee's funds carried the institution until June 1, 1919, when an appropriation from the board was given on the basis of \$2.03 per capita per diem for the month of June, \$650.29. Maintenance was given for a year after that, to June 30, 1920, at a flat rate of \$1.50 a day. This was supplemented by the vice committee. A total of \$5,308.66 was given for a period of thirteen months by the board. Although the institution had a capacity for 28, the maximum number held at any one time was 22. The average daily number held was 12. The records were not kept up and statistics as to the number who remained in the hospital until dismissed by the physician in charge are not available. The building was a ramshackle affair and the girls escaped frequently. Many others were released on writs of habeas corpus.

The courts had promised to sentence women under the State law against vagrancy for a period of 11 months and 29 days, when this would be desirable. It is not clear that this promise was ever carried out. The fact that women would have to be bound over to the criminal court and wait for their cases to come up, thus offering them an opportunity to leave Memphis, made the whole procedure inadvisable. Memphis has no city ordinance against prostitution. Tennessee has no vice repressive laws and the State health board at that time had only a ruling on venereal-disease control. The attitude of the city officials, including those of the local health department, was generally apathetic, according to the chief of the women's protective bureau, and the police had not yet been educated out of a prejudice against arresting women. The chief of the women's bureau, who was the vice committee's agent in the establishment of the detention house and its subsequent operation, was originally an agent of the Commission on Training Camp Activities. She states that her efforts to hold diseased women for treatment were hampered at every turn by opposition or apathy.

A new city administration pledged itself in January, 1920, to take over the hospital as soon as its health program would be adopted. On the strength of this agreement, the old building in which the

hospital was located having been condemned by the fire department, the vice committee took a lease at \$60 a month on another house, intending to put it in order and equip it suitably. This house was never occupied for the reason that the new city health officer, or superintendent of the health department, refused to have anything to do with the program on the ground that Tennessee had only a ruling on venereal-disease control. The vice committee paid rent on the unoccupied property, according to the terms of the lease, until March 1, 1921.

The sad story of Shelby Hospital came to an end, then, June 30, 1920. The inmates were transferred to the House of Good Shepherd, the sisters having agreed to take them. The more hardened types are still sent to the workhouse, as formerly.

It is felt that in terms of infections cleared up or girls restored to society the good accomplished by governmental assistance was negligible. The detention house was effective only as it served as a concrete objective, a living demonstration of what can be and ought to be done. The introduction of venereal-disease treatments into the workhouse and the House of Good Shepherd is part of the gain in an uphill fight by a few. The passage by the legislature, April 9, 1921, of a venereal-disease control bill and an appropriation of \$26,000 for the biennial period makes the future bright, despite the vetoing of the vice-repressive bill. The men's clinic and the clinic for women (volunteers) at the out-patient department of the city hospital will go on and eventually, it is hoped, Memphis will have a venereal-disease ward in the general hospital. Shelby Hospital could not have been carried on without governmental assistance. Inasmuch as it undoubtedly blazed the trail for better things it can hardly be reckoned a failure. Memphis has a well-organized womens protective bureau and practically all the women and girls under care, whether arrested or not, are urged to be examined and treated. The need for a quarantine hospital to round out this work is too urgent to escape recognition much longer.

**CITY FARM, VENEREAL-DISEASE ISOLATION HOSPITAL, HOUSTON, TEX.**

[March 9, 1921.]

The city of Houston set apart a group of small buildings on its city prison farm for a venereal-disease isolation hospital for women, white and colored, and \$1,500 was appropriated from the President's fund, on the recommendation of the Government agent, for additional equipment to include hospital facilities and arrangements for hot water for bathing and laundry purposes. The institution opened in August, 1918. One year later it was burned to the ground; a feeble-minded inmate started the fire. There was no insurance.

The city promptly arranged to continue the work in a wing of the municipal hospital. The only change in character was that colored patients were no longer admitted.

August 8, 1920, an incendiary fire again occurred, destroying the hospital wing. The inmates were taken to the county jail and kept there under unfavorable conditions until December 20, 1920, when they were removed to the present location, namely, the abandoned post-office building at Camp Logan. To the \$4,000 insurance collected on the hospital fire the city had added \$3,000 and remodeled and equipped this building. After the second fire some doubt was expressed as to the wisdom of continuing the work, but this was quickly overcome by the superintendent of the venereal-disease clinic who argued that the clinic might as well close if it could not have a quarantine hospital to round out its work.

In granting assistance to establish the original quarantine hospital on the city farm it was required by the Government (1) that a woman matron be in full charge of the women, their work, recreation, discipline, and daily household duties; (2) that an assistant matron and a graduate nurse be employed; and (3) that all male prisoners be removed to other quarters on the farm.

The group of buildings thus set apart included one cottage for the matron and her assistants, one each for white and colored women and one for separate treatment, recreation and dining rooms. The capacity was for 125, 55 white in two dormitories and 70 colored in three, with single rooms in both cottages for isolation purposes. City Farm, containing 313 acres, is 9 miles from Houston.

The cottages for white and colored patients were equipped with four baths, four showers, and four toilets each, an adequate number for classified use. The laundry was a well-appointed room. Electric irons were used. Each girl washed her own clothing.

Admissions were voluntary in several cases, but usually under court sentence of 30 to 60 days subject to quarantine regulations until rendered noninfectious, the average length of time patients were held being 10 weeks. Federal cases were cared for and treated pending trial by Federal court.

Social histories were taken by the workers of the social-measures bureau of the Houston Foundation and modern case work was done. The records were filed systematically in the offices of the bureau.

Mental tests were not made.

The municipal hospital and the Florence Crittenton Home cared for maternity cases.

Three good meals a day were served; officers and inmates had the same food.

There were no rules for visitors. The farm was remote enough from Houston to make calling difficult and infrequent.

The general house and laundry work occupied the mornings. Two or three hours in the afternoon were spent in gardening. Neither recreation nor leisure were planned.

Chapel was held evenings regularly and constituted, with occasional Sunday services, the religious observances.

Many gifts of books and magazines were received. With the cooperation of the public library the hospital was well supplied with good reading matter. There was a phonograph.

The windows were barred and the inmates were kept under close supervision while out of doors.

Cooperating agencies were the social-service bureau of the Houston Foundation, a fine organization, the Travelers Aid, Salvation Army, Young Women's Christian Association, and the policewomen.

The personnel consisted of the superintendent, or matron, an assistant matron, a graduate nurse and a day and night guard. The superintendent had full charge of the hospital for women. She was responsible to the chief of police.

Of the 450 inmates admitted during the year 53 escaped. Eighteen habeas corpus cases were fought and won. When the fire occurred 24 were transferred to the detention house in Houston, another beneficiary of the President's fund serving as a clearing house and for the care of juvenile white girls as well as those over 18. Thirty-nine others were paroled, of necessity, to report to the clinic. The clinic employs an efficient follow-up worker, who has police and sheriff power.

At the city farm all examinations were made by the physician in charge, who also administered the arsphenamine and mercury treatments. Tests were made at the city laboratory. The medical treatment was persistent and thorough, the average length of time before discharge being 10 weeks. Several stubborn cases remained under treatment 4 months. A history of sexual relations with soldiers or sailors was given by every woman admitted. The average daily number of treatments given was 65, with a maximum of 127 and minimum of 63.

The average per capita per diem cost of maintenance was 98 cents. The total expense was part of the city budget for venereal disease work, including the clinic, so that no separate statement was available.

The present quarters accommodate 25 women. Wide covered porches face a large yard two ways. The yard is inclosed in a high board fence surmounted with barbed wire. Besides the one enormous dormitory there are two separate rooms for isolation purposes. The beds in the dormitory are arranged on both sides of the room so that the central space may be utilized as a sitting room and for indoor recreation.

The general program of administration is quite like that of the isolation hospital at the city farm except that the inmates refuse, under the present management, to work. The superintendent of the clinic, who is also superintendent of the hospital, is trying to secure a trained matron who will influence and interest them. The staff, consisting of a matron, an assistant, a graduate nurse, and two guards, is now responsible to the city health officer through the superintendent, who is nonresident.

There have been 43 admissions with only two escapes.

The regular per capita per diem cost of maintenance is 75 cents, supplied by the city.

It is estimated that 90 per cent of the total number of young women cared for since the hospital opened at the city farm came from broken homes. One inmate was a graduate of the Texas State University, according to the records. She was restored to her home and married recently.

Houston is fearlessly carrying out the governmental program in an admirable way, adhering not only to the principles but to the technique advocated.

#### DETENTION HOUSE OR "THE LODGE," HOUSTON, TEX.

[March 8, 1921.]

Aided in its establishment by a grant of \$600 from the President's fund, this small institution opened August 15, 1918, for the purpose of detaining and temporarily caring for arrested girls and women awaiting medical examination and trial. It is also aimed to protect young girls. The function was that of a clearing house. Juvenile offenders were restored to their homes, if suitable, committed through the juvenile court on indeterminate sentences, to the State training school for girls, or the Harris County School for Girls, or employment was found for them. Girls over 18 were sent to the city farm, also a beneficiary of the President's fund, for the period of their infectivity. The number of admissions to December 20, 1919, when the location and the character of the work changed, was 267. Venereal diseases were not treated at the institution, but girls whose cases were awaiting disposition were taken to the clinic daily.

The financial agent reported January 18, 1919, the expenditure of \$246.25 for rent. The city took over the institution May 1, 1919, and the social-service bureau now states that the balance, \$353.75, was used for rent also. This was in accordance with the Government's intention. For maintenance and operation, the city, county, and

chamber of commerce contributed \$1,000 each. The average per capita per diem cost of maintenance was \$1.07.

The location chosen was a six-room cottage in the residential section, at a monthly rental of \$40.

The matron was responsible to the chief of police. The social-service bureau of the Houston Foundation took charge of the rehabilitative work. Its report for the period from November 1, 1918, to May 1, 1919, states that 122 girls were sent home on release and 18 transferred to other institutions for girls. Six maternity cases are recorded. The number giving a history of sexual relations with soldiers was 212, or about 80 per cent.

December 20, 1919, the institution was moved to more commodious quarters. The Salvation Army hut at the entrance to Camp Logan was secured at a monthly rental of \$75. The name was changed to "The Lodge." The lower floor is used for the temporary care of patients released from the isolation hospital and for women and girls needing protection. Constructive social work is done. A matron is in charge. There is a strong room in which girls may be temporarily confined under order of the court. The total number of admissions is 102.

The upper floor of The Lodge is used for the care and treatment of children infected with venereal disease. The physician in charge of the venereal-disease clinic pays regular visits and a practical nurse is in constant attendance. Eleven children are under care at this time. These two departments have separate culinary arrangements, separate sanitary facilities, and are in no way connected. Great care is taken to keep them distinct from each other, as the social-service bureau realizes that the policy of having delinquents and children under one roof is open to criticism. For lack of space elsewhere the experiment of caring for children in this way is being tried out at The Lodge. It may develop that the entire building will be used for the children's work, or it may seem wise to establish a separate location for them. Meantime The Lodge is serving a dual purpose.

As a clearing house this institution undoubtedly accomplished its aim. It is still functioning in its original capacity, plus the added features already mentioned, and as it is under the supervision of the Houston Foundation, an organization with high standards, there is every reason to believe The Lodge will prosper.

#### LIVE OAK FARM, A DETENTION HOSPITAL, SAN ANTONIO, TEX.

[March 12, 1921.]

Application for assistance in establishing a detention camp which would be a hospital ward for the treatment of venereal diseases in women and girls who were a menace to the health of the Military Establishment was made in May, 1918. San Antonio had a par-

ticularly pressing problem owing to the numerous military and aviation stations near by.

A site on the city and county poor farm which comprises about 300 acres, offered for the purpose, was rejected by the Government agent because of its proximity to the juvenile training school for boys. A suburban property of 20 acres and a fine building, formerly the automobile club, was agreed upon as suitable and an appropriation of \$15,000 from the President's fund was recommended for its purchase. In order to secure the property, the mayor bought it in at sheriff's sale and, according to the records in the county clerk's office, sold it to the city of San Antonio and Bexar County, August 24, 1918, for \$12,955.42.

After considerable controversy as to the conditions on which governmental assistance would be given \$15,000 was finally sent the governor "for the payment of the purchase price of the city-farm property of San Antonio." A condition was that if the "city-farm property should be diverted from its original use—the isolation and custody of female delinquents whose detention is necessary as a health measure for the safety of the Military Establishment—the amount of the appropriation will be returned to the Treasurer of the United States through the Commission on Training Camp Activities." The county health officer was named as the disbursing agent.

The spirit of the agreement with the Government was kept and Live Oak Farm was operated and maintained according to its terms until August 1, 1920, when the inmates were transferred to the city jail. It became known in November, 1919, that the city had transferred its interest in the property to the county and that the original building would eventually be used as the administration building for a county juvenile training school for girls to be known as the Joske Memorial Home. The erection of a new building about 100 feet away was commenced about that time. The county officials interviewed contend that they never intended to carry on the work of the institution as a detention hospital after the close of the war, and that they know of no contract with the Government which bound them to such a plan.

One of the conditions upon which the money was granted was that a committee be appointed to manage the farm. Although absolute delegation of authority to any body of citizens or committee is illegal under the laws of the State of Texas, such a committee was appointed and rendered effective service until the institution was closed as a detention hospital in August, 1920, "nearly two years after the armistice," as pointed out by the local officials. Faithful to the principles laid down by the Government agent, the women on

this committee refused to consider the offer made by the city and county to erect a detention hospital at the county poor farm and they carried their point despite the fact that they were urged by the Interdepartmental Social Hygiene Board's agents to withdraw their objection to the poor-farm site on condition that the new hospital be built as far as possible from the boys' school. The request of the women of the community that a wing be added to the city and county hospital was denied on the ground that it would entail prohibitive expense. No action was taken and late in July, 1920, when it was announced that Live Oak Farm would be closed, the only place available for the quarantine of women was the city jail. Seven inmates were removed there August 1, 1920. The quarters occupied were fitted up in 1919 for the detention of juveniles. There is no nurse in connection with this jail. Three matrons take eight-hour duty. The women are without proper care and no food is provided except the regular prison fare. Part of the hospital equipment from Live Oak Farm has been installed and a doctor and nurse give daily treatments. The capacity is for 30 inmates. The average daily number of inmates is 18. There is still some agitation in regard to securing more suitable quarters.

The Joske Memorial Home has an experienced superintendent of proven ability and it is the ambition of the officials to build up "the best institution in the State." The formal opening will occur March 22. Seven girls have been admitted and are being trained to be leaders of 40 others now held at the House of the Good Shepherd. Diseased girls will be treated at the city and county hospital, by special arrangement, before they actually enter the school. Examination for venereal diseases will be part of the routine of admission. Much gratification is expressed in having so fine an institution for the education and training of girls.

Live Oak Farm admitted 800 women and girls. Its capacity was for 100. Three large dormitories served for the classification of white, colored, and Mexican patients. There were seven baths, seven showers, and six toilets, allowing special arrangements for infectious cases. Spacious verandas and beautiful, well-shaded grounds were part of a general attractiveness of the place and served well for open-air exercise. There was a large recreation room and a sewing room, besides.

Under court regulations commitments were on suspended sentence for the period of infectivity, or to work out a fine at \$1 a day, for 10 to 100 days. A few admissions were voluntary.

Social histories and case records of inmates were kept by the board's field agent only.

Camp psychiatrists gave mental tests for a short period.

Maternity cases were cared for by cooperating agencies equipped to take them in. The county hospital took several. Good food was provided on the per capita basis of \$32 a month, or \$1.06 a day, the city and county sharing the expense equally.

Visitors were required to present a permit from the county health officer, to whom the superintendent was responsible.

The daily program included about two hours of housework and two of sewing under supervision. The patients were out doors nearly all day. Recreation, always supervised, lacked system.

Chapel was held daily and Sunday services were regular, under Protestant and Roman Catholic auspices.

The Carnegie Library sent 50 well-chosen books fortnightly, and the leading magazines were sent in by members of the womans advisory committee and friendly individuals. There was a piano, also a phonograph.

Good behavior was rewarded with special privileges. A high wire stockade surrounded the premises.

Cooperating agencies were the womans city committee (representing the womens clubs), the juvenile court, the San Antonio Mission Home and Training School (a maternity home), the associated charities, and the policewoman.

The staff consisted of a trained and efficient superintendent, an assistant, cook, chauffeur, mechanic, and a day and night guard. The superintendent developed a strong hold on the inmates and good social work was done.

All examinations and treatments were given by the physician in charge. Tests were made by the city bacteriologist. Syphilitics were discharged as soon as lesions were healed and returned to the jail in charge of the policewoman or board's field agent, unless they wished to remain for further treatment, as many did. Gonorrhea cases were held on an average of 12 weeks. All patients were paroled on discharge to report to the clinic under supervision of the follow-up worker.

Ninety per cent is the estimated proportion of inmates giving a history of sexual relations with soldiers. All except those who escaped (11) and those released on writs of habeas corpus (20), or 96 per cent, remained under treatment until dismissed by the physician in charge. Thirty-seven "repeaters" are recorded.

The attitude of the State board of health was good: that of the local health and police departments apathetic.

The work of the Interdepartmental Board's field agents is highly appreciated by representative people and cooperating agencies, and it is felt that another year, backed by the Government, will insure suitable provision for the detention of adult women who are venereal-disease carriers.

## DETENTION HOSPITAL, EL PASO, TEX.

[March 15, 1921.]

The first attempt in El Paso at an isolation ward in connection with the venereal-disease clinic was at the county hospital. This proved unsuccessful not only because the inmates constantly escaped but because of the sanitary inadequacy. Several locations were considered before it was finally decided to utilize a part of the west wing of the new county courthouse. June 26, 1918, this was opened as a ward. Governmental assistance for equipment had been given to the amount of \$3,000 from the President's fund.

June 30, 1919, when the Government clinic and this detention hospital were transferred to the county through the Texas State Board of Health, and the county health officer assumed charge, the State to support jointly with the city and county, the financial agent reported that "the funds advanced through the Governor of the State of Texas by the Commission on Training Camp Activities, in amount of \$3,000, have been expended for equipment for the hospital except a balance of \$800 on hand, which will be transferred to the present management of the clinic by authority of the field agent of the Interdepartmental Social Hygiene Board, to be used for the same purposes. This fund is therefore considered expended." August 16, 1919, an itemized account of expenditures showed a balance of \$782.84. The county health officer now states that by order of the State venereal disease officer (Dr. Oscar Davis) this balance was used to pay the clinician's salary at the rate of \$100 a month.

The top floor of the west wing of the county courthouse, opened as a detention ward, is known as cell No. 522. It consists of one spacious compartment, 44 by 79 feet, with a lofty ceiling 37 feet high, with capacity for 88 beds. Six separate cells, or rooms, with 2 beds each, open into the corridor, at the end of which the ward is cut off from the rest of the building by an iron door. Colored girls are placed in these smaller rooms. The total capacity of the hospital is 100. A wide sun porch is accessible from the corridor and from the large dormitory and the patients are privileged to occupy it whenever they wish. The matron's room and office and the treatment room open into the main dormitory.

There are two baths, three showers, and nine toilets. The hot-water supply is abundant, but except for two stoves, which are inadequate, there is no heat.

The laundry is all sent to the institution's model plant except the hospital garments, which are washed by the girls themselves, each doing her own.

Sentence for vagrancy is 200 days. Cases released as noninfectious before the expiration of sentence are usually paroled to report to the

clinic for follow-up treatment. If parole is broken, the offender is subject to rearrest.

Social histories are taken and case work done by the board's field agent, who now has the cooperation of the juvenile probation officer and the policewoman. The associated charities and Travelers Aid Society also assist now, and the Council of Jewish Women, but for a long time the field agent worked single handed, practically, and it was an uphill road.

Mental tests are made quarterly by a camp psychiatrist from one of the Army posts adjacent to El Paso.

The county hospital cares for maternity cases. •

Among the suggestions of the Government agent in recommending assistance, one of the most urgent, perhaps, was that three meals a day be furnished and that the food be more nourishing and palatable than the regular prison fare, at 50 cents per capita per diem. The sheriff agreed to this, but now frankly says he considers the food suitable and that he is powerless to serve more than two meals a day or to change the prison rules as to hours. A recommendation that the nurse in charge of the ward be given supervisory power and required to supply recreation and work for the inmates has not been carried out so far, but a newly appointed house committee, succeeding the original inactive committee, is interested in pushing this phase of the work urged by the county health officer, who takes a whole-hearted interest in the moral problem. Other recommendations have been carried out to advantage.

Roman Catholic mass is read regularly on Fridays and Protestant services are held Sunday afternoons.

The number of books is very small, but magazines are given generously by interested women in the community. The girls are permitted to dance to phonograph music. Pictures are not allowed, for sanitary reasons.

The superintendent is a graduate nurse. Until March 1, 1920, two nurses were employed. There has always been a night matron on duty. The nurse's powers are limited to the management of the ward and treatment room. She is responsible to the county health officer.

Examinations for venereal disease are made originally in the clinic located on the ground floor of the same building. The nurse takes the blood for Wassermann tests, which are made by the city chemist. Syphilis patients often remain under treatment from 2 to 3 months, gonorrhea cases longer—from 2 to 5 months. The general average is about 12 weeks.

The total number of admissions to the detention hospital is 915. The percentage giving a history of sexual relations with soldiers is 93. It is felt that 10 per cent have been safely reinstated in their

homes or at suitable employment. Eleven inmates in 1920 entered voluntarily. The county health officer is much pleased with the fact that a bill authorizing the county to issue bonds for the establishment of training schools for girls has been passed and is at this moment awaiting the governor's signature. He is less elated over the general impression that the city and county will close the detention hospital June 30, 1921, if no further appropriation from the State should be available on the dollar-for-dollar basis. He feels that the clinic might as well be closed also. The clinician resigned March 3, 1921, because of the low salary, and the county health officer is giving his services to the detention hospital and clinic free.

The average number of men held in jail under the quarantine regulations is eight. The board's field agent, who is a deputy sheriff with police power also, arrests men as well as girls, and, with rare exceptions, they submit without evasion or protest. The military police is very helpful in making arrests, but there has been a certain amount of relaxation on the part of the local police ever since the armistice. Another hampering influence is the attitude of the mayor and the city and county officials, all frankly in favor of reopening the vice district. Also, the situation is much complicated and aggravated by the indiscriminate sale of proprietary "remedies."

The cost of maintenance and operation is carried jointly by the city, county, and State, the city and county paying one quarter each, the State one-half. It is estimated that more than \$25,000 have been spent in this way. Maintenance, as already stated, is given on the basis of 50 cents per capita per diem, paid to the jailer. The inmates are permitted to buy extra food and to receive gifts of food.

The inmates of the detention hospital are too often repeaters, pointing to the need of increased social service, but, on the whole, from the medical end, the work is going on with gratifying vigor.

NOTE.—Fort Worth, Tex., April 5, 1921. Learned that the bill authorizing the Texas counties to issue bonds for the establishment and operation of training schools for girls was duly signed by Governor Neff about two weeks ago.

#### CITY FARM, NEWPORT NEWS, VA.

[February 27, 1920.]

The Government's gift to Newport News for a city farm for white and colored women over 18 years of age was \$39,649.40. The city bought land outside the city limits to balance this gift. A board of directors was appointed.

A frame building with capacity for 25 white and 25 colored women was formally opened in January, 1919. Less than five months later it was burned to the ground by fractious inmates. The city collected \$20,000 insurance, which was turned into the general fund.

Two large dormitories for white and colored, respectively, separate rooms for isolation purposes, a recreation room, dining room, and kitchen, besides the officers' quarters, were all on one floor. Special attention was paid, in building, to the plumbing and hospitalization facilities, which were exceptionally good and sufficient.

Adult women were admitted on suspended sentences for violation of the city ordinance against prostitution. Inmates were not released until noninfectious. Federal cases were held and treated pending trial by Federal court.

All social histories and statistics were destroyed in the fire, but it is estimated that not less than 200 women were cared for. They were sometimes brought in 10 at a time. The institution was full to capacity nearly all the time. The type held was an exceptionally low grade of camp follower, which would have been difficult to assimilate even in small numbers and in normal times.

Psychological examinations were not made.

The food was good and plentiful.

There was a well-arranged daily program, all under supervision and an attempt at self-government. Women were put on honor, but the result was a failure, as might have been expected with so low a type of inmates.

Books and a phonograph were supplied.

Newport News had no local social agencies toward which to look for assistance except the chuches and a war emergency Travelers Aid agent. These were cooperative.

Originally the staff consisted of the superintendent, her assistant, and a matron. Later, a day and a night guard were employed. The superintendent was responsible to the board of directors composed of representative men and women.

One hundred per cent of the women held were diseased, and all were known to have had sexual relations with soldiers and sailors.

The police department and city officials were uncooperative and there was friction in the board of directors. The majority of the board members were willing to follow the advice of the Government agent, but the chairman laughed at the idea of conversion and advocated a drastic policy of subjugation. He and his followers, notably the farm superintendent, arbitrarily opposed every move of the other group. The result was confusion.

Certain terms of the agreement were never met by the city officials, thus limiting the possibility for good work. Inability to place responsibility was partly the cause of the failure to operate the institution successfully. A member of the prison-farm board says that it is just as well that the institution burned when it did.

Nevertheless, from the ashes of this failure there has arisen a community interest in the Government's general activity along

social-hygiene lines. Many of the representative people, including members of the prison-farm board, are thoroughly awake to the necessity for such work. The cumbersome old régime of city government has been replaced by the commission form, and the new city manager says that although the insurance money has been spent and never can be accounted for, funds are available to build and maintain an institution in harmony with the Government's donation. In these circumstances it would hardly be fair to quote the prison-farm board members who say that "popular sentiment is not one of appreciation of the governmental assistance."

#### DETENTION HOUSE, NEWPORT NEWS, VA.

[November 23, 1920.]

The sum of \$6,500, appropriated from the President's fund, purchased and equipped this detention house. The money for its maintenance was raised locally. The title is in the name of the State board of charities and corrections. The salary of the superintendent was paid by the Government until June 20, 1919.

The property chosen was in the heart of Newport News. Four small brick houses of six rooms each were thrown together by cutting doors through the dividing walls. Each house has a bath and toilet; extra plumbing was added for the officers' quarters. The lower floors are used for recreation rooms, dining rooms, and kitchens, separate for white and colored, and by the officers. The inmates' rooms are above, with two, three, and four beds in each. One large room is equipped as a treatment room. Light and ventilation are good.

The staff consists of a superintendent, a graduate nurse, and a colored matron.

The institution opened in August, 1918, with a capacity for 24 inmates, white and colored. It was intended for the less hardened types of women and girls. The maximum number cared for at any one time was 28, and the minimum 10. It happened only once and for a very short period, recently, as a result of the removal of the vice squad, that there were only 10 inmates. Generally the institution is full or overcrowded.

The total number of admissions to date is 380. There is no definite daily program for employment and recreation, but the girls are kept busy much of the time. They assist in the cooking, do all the housework and washing, and they are encouraged to sew. A high board fence incloses a back yard where outdoor exercise is taken. The discipline is good.

Volunteer church workers hold services Sunday afternoons and "sings" once a week.

There are practically no books. In the white girls' recreation room there is a piano, in the colored girls', an organ.

Besides the churches, the juvenile probation officer cooperates. Minors are committed to the State industrial school for girls whenever possible.

The average length of time patients remain in quarantine is 10 weeks. Syphilis and gonorrhea cases are kept in separate rooms, but there are no separate toilet and bathing facilities.

A very concise social history is kept on cards, filed alphabetically, but the number of inmates who have had sexual relations with soldiers and sailors is not of record. During the war and demobilization period all gave this history. Of late the proportion has dwindled, although the majority have had relations with soldiers and men in the merchant marine service.

The total cost of maintenance for the period from August, 1918, to August, 1920, was \$16,800, the average per capita per diem cost of maintenance being 48 cents.

Under an able superintendent good work was done with good results as long as the institution was directed by the State board of charities and corrections and a local board of trustees. Simultaneously with the expiration of the Government's agreement to pay the superintendent's salary the law-enforcement committee's fund for maintenance became exhausted. It seemed to the persons responsible that the need for the detention house as a Government emergency institution had gone by and an arrangement was made with the city to take it over.

It was understood that the original policy would be followed under this new management, the superintendent remaining in charge. Instead the character of the work changed greatly. The window screens, part of the equipment furnished by the Government, were replaced by iron bars and the institution became practically a jail annex. Girls of reformable types are still admitted, as before, but hardened prostitutes are transferred from the jail also. The patients or inmates are no longer treated in the detention house but marched through the streets under guard to the city health department's clinic, a dark, insanitary place. Sometimes they are taken in the patrol wagon. In May, 1919, the superintendent, whose powers had become nominal and who could no longer get cooperation, resigned. Her successor was in no way her equal, and things have gone steadily down grade.

The present deteriorated state of the detention-house property is an evidence of the inefficiency of the old régime of city government which, fortunately, was replaced in September, 1920, by the commission form. This report, in so far as it concerns the immediate present, will be obsolete in a few days, for the new city manager has

already ordered the renovation of the property and accepted the resignation of the superintendent, whose place he wishes to fill with the best person available. Adequate space in the municipal building has been fully equipped for the clinic, which is in the act of moving. Plans will be made for the treatment of patients in the detention house to obviate parading them through the streets. Arrangements will be made for escorting them inconspicuously to the clinic if this should be necessary at times.

As a war-emergency measure and until May, 1920, when the excellent superintendent resigned, beaten by overwhelming circumstances, the detention house clearly served a good purpose. Its restoration under the new city management is being undertaken in fine spirit and the outlook is very encouraging, in view of which it may be said that the Government in meeting a war emergency actually established a permanent institution of a character much needed in a community at all times honeycombed with the social problems of soldiers, sailors, and the seamen of the merchant marine service.

#### CITY HOME AND CITY HOSPITAL, NORFOLK, VA.

[November 30, 1920.]

On the application of the city health officer of Norfolk for maintenance for venereal-disease carriers, women and girls, white and colored, who were in need of treatment and care under quarantine, the board appropriated \$2,700 to cover the period from December 1, 1919, to June 30, 1920. It was proposed, with the board's assistance to take in the city home and city hospital "practically all the police cases and many from the venereal clinic which it had been impossible to do in the past owing to the small allowance made by the city for the maintenance of these institutions." This statement appears in the application filed with the board. A total of \$1,945.97 was actually paid for 1,715 hospital days on the basis of an average per capita, per diem cost of \$1.051. One hundred admissions are recorded.

The city home and city hospital, serving the respective purposes of almshouse and contagious hospital, were represented to have separate cottages suitable for the detention and care of persons infected with venereal disease. As a matter of fact, the cottage represented as available at the city hospital was unsuitable and unequipped. It was never opened. Except for two or three cases treated in the main building, all the venereal-disease work during the period of governmental assistance was done at the city home, located in the suburbs of Norfolk in 53 acres of ground.

Two of the 22 cottages at the city home were made ready and several patients were admitted before the board's appropriation for

maintenance became effective. There was room for 28 in the larger and 10 in the smaller cottage. They were designed for the use of white and colored respectively and were a decided improvement on the large dormitory in the city jail, which is unequipped with hospital facilities.

The cottage for white patients had four dormitories, each with a bath and toilet; it was steam heated. The colored women's cottage was one large room, heated by a stove and having no plumbing at all.

Admissions were under police-court sentence of 30 days for violation of the city ordinance against prostitution, but the inmates were held until rendered noninfectious. There was no provision for the isolation of patients in communicable stages of disease. There was no recreation room.

Complete social histories were taken and careful case work done by the board's field agent.

Mental tests were made in a few exceptional cases through courtesy of the public-school psychiatrist.

Maternity cases were cared for in another section of the city home.

The food given the patients was the same as that provided for the whole institution. It was exceptionally good. Infectious-stage cases did not go to the main dining room for meals, but were served in the cottages.

Except for about two hours in the morning occupied in house cleaning, there was no plan for employment nor for recreation. Neither was any supervision given. Churches and social organizations gave parties and "sings," but rarely.

Sunday afternoons committees from various churches held services.

There were no books, no musical instruments, and no pictures.

No attempt was made at discipline nor the giving of rewards for good behavior. The doors and windows were without locks.

The juvenile court, King's Daughters, and associated charities co-operated well with the board's agent in planning for the disposition of inmates on discharge. Earnest work was done, but an estimate of how many cases were rehabilitated socially is not available.

The regular staff of the city home consists of a superintendent and about 16 officers, a few being graduate nurses. The superintendent's wife was matron for the venereal-disease cottages on part-time duty only. No one was assigned to full duty and there was no night matron. The superintendent is responsible to the city health officer.

Examinations and treatments for venereal disease were given by a visiting physician from the city health department. Patients were held until noninfectious. All runaways except three were brought back by the police.

An estimate of 95 per cent is given for those giving a history of sexual relations with soldiers and sailors.

Medical histories were not well kept up.

The city bore all the expense except that of maintenance.

The attitude of the State board of health was good and the police department was cooperative, but the local health board was indifferent.

The city home is a good institution excellently run. The location is very fine. The superintendent was interested in the venereal-disease phase of the work but his powers are extremely limited. Visitors were allowed without restriction and undesirable men hung around the premises inciting the women to escape. The city health officer lost interest and decided that it is a waste of time to attempt to rehabilitate prostitutes. He determined to continue the work only so long as the board would assist in maintenance. No patients were taken after June 30, 1920. In all probability a special city appropriation to carry on the work would have been extremely difficult to secure but the health officer frankly does not wish to emphasize venereal-disease work.

Since neither close attention nor whole-hearted interest was given the development of a department for the detention, treatment, and care of venereal-disease cases, failure was a foregone conclusion and the board's investment can be considered worth while only as it was effective in clearing up infections in a large percentage of the carriers treated during the short life of the work.

An encouraging feature of the situation in Norfolk is that the juvenile court has agreed to accept in the infirmary for venereal-disease cases of a juvenile detention house about to be opened girls over 18 who are considered reformable by the board's field agent. These special cases will be treated and cared for on the same terms as minors. This development is undoubtedly an outgrowth of the board's general activities.

## PART III (B).

### INDIVIDUAL REPORTS ON REFORMATORIES AIDED BY THE GOVERNMENT.

**"MATSUYAMA," ALABAMA STATE TRAINING SCHOOL FOR GIRLS (WHITE),  
MOUNT PINSON, JEFFERSON COUNTY, ALA.**

[February 10, 1921.]

Established in Birmingham in 1909 as a rescue home under religious aspects, this institution was taken over by the State in 1911. An annual appropriation of \$3,000 was made for its maintenance and it took its present name. A board of directors was continued. It was still necessary to raise money by private subscription for support. Growth was more rapid than increase of appropriation and the road was up hill. In November, 1918, the school was moved to its present location, 18 miles from Birmingham, the State having provided that \$25 a month, or 85 cents per capita per diem for inmates, would be paid, to include all overhead expenses. No allowance was made for medical care. As it was desirable to give special hygienic and medical treatment to juvenile sex delinquents infected with venereal disease, application had been filed for assistance and a favorable recommendation made by the Government agent for a grant to be expended in the erection and equipment of a hospital for this purpose. The purchase of the Mount Pinson property had been decided upon before the war, however. Owing to the ruling of the Comptroller of the Treasury this plan was perforce abandoned.

By a subsequent arrangement maintenance for inmates infected with venereal disease was granted by the board, as follows:

Jan. 1, 1919, to June 30, 1919.....	\$1,004.21
Jan. 1, 1920, to March 31, 1920.....	500.00
Apr. 1, 1920, to June 30, 1920.....	500.00
Total.....	2,004.21

Vouchers for the first period state that the average daily number of inmates treated for venereal disease was six. Assistance was given on a per capita per diem basis of 89 cents. The second and third periods were maintained on a flat rate of \$1.50 per capita per diem. Request for maintenance blanks had been filled out for the board to act on but a more intimate acquaintance with the situa-

tion had been acquired through the personal investigation of the Government agent recommending a grant for a hospital.

Mount Pinson is a spur of the Appalachian Range. The surrounding country, much of which is in full view from the school, is wooded. The clearings are fertile. The property, originally a rich man's country home, sold to the State at a sacrifice, consists of 600 acres, partly under cultivation. The five buildings, of great architectural beauty, strictly Japanese, are of first-class material and workmanship. The oriental hangings, specially designed for the openings, were left in place. Landscape gardening enhances the general attractiveness. There is a heating and lighting apparatus and an electrically equipped laundry. The capacity is for 60 inmates, with sleeping porches accommodating 23 beds.

Social histories are kept in a so-called history book. They are meager. A clerk is needed. The superintendent says that if the State would give her a desk she would be very glad to keep her records in order. As it is they are scattered on a table.

An attempt is made to classify the girls by placing the youngest and brightest in a separate cottage.

The budget is too small to allow of an adequate staff. Besides the superintendent there are two elderly matrons, a farmer, a mechanic and five parole girls who serve as assistants at \$15 a month. The superintendent holds special evening classes for these girls and the more advanced pupils of the day school.

Sewing and cooking are taught by way of prevocational training. A little farm work and gardening is done under supervision but the superintendent considers the girls too young and not strong enough for regular work.

There is no organized system of self-government and no honor system. Credits are given for deportment and privileges are removed if 80 per cent is not reached.

In the words of the superintendent, "Alabama girls don't know how to play and can't be taught." There is a piano and phonograph in each cottage and the girls are permitted at times to sing, but without instruction or direction. No attempt is made at organized recreation.

Religious training is stressed. Ministers (Protestant) alternate with Christian Endeavorers on Sundays for regular services besides Sunday school, and Bible classes are held three times a week. The girls are said to be up in Bible studies.

In addition to the removal of privileges the silence rule is imposed as punishment, and unruly girls are sent to the discipline or "thinking" room on restricted diet. Meat is not given, but this is not a great hardship, as meat is an inconspicuous part of the general diet at all times. Very troublesome cases are required to sit for hours,

sometimes all day, in a strained position on the floor of the superintendent's office.

The cooperation of social agencies, except that of the city welfare association and the juvenile court, is rather feeble. In fact, Alabama does not seem to be rich in social agencies. Nine of the twelve girls now on parole are said to be doing well, five being paroled to the school, as already stated.

The spirit of the administration is repressive, and the institution would seem to be controlled by long-established precedents, although the general impression given is homelike. The best feature, indeed, is the good housekeeping. Sewing ranks next. The fine farming possibilities are practically wasted, however, and the exceptional advantages for outdoor recreation are not utilized. Neither are the rare, artistic character of the buildings and the natural beauty of the location made to play a part in the cultural advancement of the girls. Inaccessibility, in the minds of those concerned in the conduct of the school, including, of course, the State board of control, would seem to offset other advantages. This is given as the reason for plans now under discussion for the removal of the institution to Montgomery. And yet the school is only a short distance from a railroad station.

There is an active board of directors, who still find it necessary to have a small emergency fund on hand, but the superintendent is directly responsible to the chairman of the State board of control.

Examination for venereal disease has never been part of the routine of admission. Suspicious cases only are taken to the clinic in Birmingham. No follow-up treatments are given at the school. About the time maintenance was discontinued by the United States Inter-departmental Board the city and county opened an isolation hospital in Birmingham to which diseased girls may be taken for treatment. The superintendent of the school enters into this arrangement reluctantly and without regularity. Her reason is obvious. The State allowance of 85 cents a day per person has to be diverted in full to the isolation hospital. This cuts too heavily into the school's budget, for after disposing of the regular overhead the balance left for food is only 11 to 13 cents per person per meal.

In all, 11 girls have been treated at the isolation hospital since the Federal board's assistance was withdrawn. The records show that 58 girls, all diseased, all having had sex relations with soldiers, were admitted during the demobilization period. Of these, only the number accounted for in the vouchers received treatment. The others who ran away were transferred by State or Federal authorities to other institutions or were released on writs of habeas corpus. Although commitments are made on indeterminate sentences only 3 of

the 58 inmates now in the school were there two years ago. Escapes occur on an average of one a week. Girls feign symptoms that they may be taken to the isolation hospital, it is said, and the nurse there says they are always undernourished when brought in.

The State has an appropriation of \$50,000 for the expansion of the school, but will spend nothing on the present location. The city and county health officer abandoned some time ago his periodical visits. The population changes too often to make attempts at systematic work worth while, he states. He has advised the superintendent to request every person in the State having legal authority to commit girls to the institution to have a complete physical examination made at the source and to refer diseased girls to the Jefferson County Health Department for treatment at the start. The economic reason why this is not done systematically has been stated.

The superintendent feels that the small amount of venereal-disease work done from the school is due to the failure of the Government to build the promised hospital. Removal to Montgomery, although undesirable in many ways, would mean greater accessibility to clinics, with resultant possibilities for better work along hygiene lines.

**THE STATE INDUSTRIAL FARM FOR WOMEN (WHITE AND COLORED), LAN-  
SING, KANS.**

[April 9, 1921.]

The State industrial farm for women in Kansas was established by the legislature in 1917 to care for women convicted of crime against the State. It opened in August, 1917. Though adjacent to the State penitentiary, it is a separate institution under direct control of the State board of administration.

In the early months of the war the State board of health passed a resolution, based on State law, making venereal diseases reportable. Later specific regulations were passed by the same board requiring that diseased persons be quarantined. In extra cantonment zones there were found such large numbers of women for whom quarantine was necessary that the health board was called upon to provide quarters for them. The State industrial farm was designated for this purpose and February 1, 1918, it became a duplex institution with two distinct classes of inmates. Women in the first group are of adult age and are known as "State charges." In the second group women and girls infected with venereal disease may be any age; they are called "internes." The internes are held under quarantine regulations for the period of their infectivity. The penitentiary physician, who also has medical supervision of the industrial farm, "raised the ante" of the health board by having incorporated in

the State health ruling a provision that patients be held for a "reasonable amount of treatment," to be determined by the physician in charge. Cases are never heard in court until after completion of treatment at the farm. There is a State law providing that girls under 18 shall not be put in jail. Minors sent to the industrial farm for treatment and returned to the care of the juvenile court may be committed to the State school for girls.

From the President's fund there was appropriated in July, 1918, the sum of \$9,750, to be matched by the State, for the building and equipment of a hospital. Convict labor was scarce during the war and the hospital was not completed until December, 1920. One of the frame cottages on the premises was used as a clinic and infirmary. The new hospital is built of brick and is modern in every way. It is the only building having running water and inside plumbing. It is shown to visitors with pride.

In consideration of the fact that provision for the detention and treatment of women infected with venereal disease, as a war-emergency measure, was made hurriedly and before State funds for maintenance and operation could be formally secured by appropriation, the Interdepartmental Board granted maintenance in the sum of \$11,631.23, on the per capita per diem basis of \$1.02 for the period from October 1, 1918, to December 13, 1918, to tide over the time until the legislature would meet. Ninety internes were admitted during this period.

The industrial farm is situated in a slighty place, sloping to a river on one side and overlooking well-kept farms in every other direction. There are 12 main buildings, including the new hospital—the superintendent's house, 7 cottages for inmates (2 having separate rooms, the others dormitories), a cottage for the sewing department, another for the home-making department, all of old frame structures, and the discipline cottage known as the "little brick hotel." The cottages are steam heated and there is a hot-water furnace, but the water supply is limited. The washing is done in portable tubs and there is no modern laundry equipment. The capacity is for 150 State charges and 100 internes. There are 4 sleeping porches, used in summer only. The internes are carefully segregated from the State girls as to housing, bathing, and meals, but they share all the privileges of recreation and vocational training, including farm work.

Current social histories known as questionnaires, are kept alphabetically in a loose-leaf "history book," to be filed later with the State board of administration.

The younger girls are kept in separate wards. White and colored occupy separate rooms or wards but are not segregated in separate buildings. Syphilis and gonorrhea cases are housed apart.

A recent intensive study of 300 inmates found 20 per cent feeble-minded.

Besides the superintendent there are teachers of stenography, home making, sewing, cooking, and farming, three matrons, a nurse, and a helper; 10 officers to an average of 120 inmates.

Reckoned in with the vocational training is the home making, perhaps the most attractive feature of this generally fine institution.

Recreation is organized, the outdoor sports being baseball and hikes and the indoor games and exercises with wands and dumb-bells.

Chapel is held daily, and on Sundays the penitentiary chaplain comes for services.

Special privileges are given for good behavior and responsibilities assigned to girls who have proven themselves dependable, but there is no honor system as such.

A silence rule punishes minor offenses and fractious cases are sent to the "little brick hotel." It is understood that inmates send themselves there to be locked up and they have to shoulder the whole responsibility. On the occasion of the revisit the hotel was wide open and occupied by a woman with a baby and a younger woman who wanted to help with the baby.

The superintendent is a very resourceful woman of mature years and long experience. She is exceedingly independent and feels that she can make plans for the social rehabilitation of the inmates without the assistance of other agencies. So alien is the thought of co-operation that she asked what was meant by the term in connection with institutional work. The juvenile courts, as already stated, look after the minor internes when discharged.

There is a fine pioneering spirit among the staff, caught by the inmates. Everyone would seem to be working to make the institution a success. There are so many handicaps, however, that the superintendent considers training in resourcefulness, to overcome them, part of her responsibility. Character building and the development of initiative are stressed, involving a great deal of individual treatment. Any deficiencies are due to lack of equipment rather than to lack of vision on the part of the administration. The superintendent has full responsibility and is directly under the State board of administration.

Although venereal-disease work was primarily undertaken as an emergency measure it has become a permanent feature of the institution. The number of women and girls admitted for treatment to January 1, 1921, was 1,140, of which 60 per cent had had sexual relations with soldiers. It is stated that 100 per cent remain until discharged noninfectious. The maximum time patients have been

held is 24 weeks, the minimum 9, with a general average of 14 weeks. The voluntary admissions number 50.

The State board of health has employed a follow-up worker on two occasions but neither time was it possible to finance for long this desirable work. The 1921 legislature appropriated only \$10,000 (this is \$22,000 less than in 1920) for the State board of venereal disease. The attitude of the ways and means committee of the house is said to have been influenced against the State health board by chiropractors, osteopaths, Christian Scientists, and the League for Medical Freedom. The small amount of the 1921 appropriation precludes the possibility of employing a follow-up worker this year. Patients are paroled on discharge to the clinics nearest their homes.

The attitude of the State and the local health boards toward the work of the institution is exceptionally good; that of the police departments, with one or two exceptions, "pretty good."

A per capita per diem allowance from the State of 75 cents, together with farm and dairy products, assures good food and adequate maintenance generally.

**STATE INDUSTRIAL SCHOOL FOR GIRLS OR PINE BLUFF SCHOOL FOR GIRLS,  
LOUISVILLE, KY.**

[April 18, 1921.]

Governmental assistance was given Pine Bluff School in the following amounts and for the following purposes:

President's fund:

For building and equipment-----	\$30,000.00
	3,333.00

For maintenance-----	1,001.40
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Interdepartmental Social Hygiene Board's fund:

For maintenance, pending a State appropriation-----	276.17
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Total, both funds-----	34,610.57
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The State Federation of Women's Clubs and the Louisville Board of Trade raised \$30,000 to match the original appropriation from the President's fund.

Years of educational work had brought the legislature, in 1916, to establish a State school for girls, but the act under which a school was created provided for maintenance only. The board appointed by the governor was in a fair way of securing an appropriation for building and equipment at the next meeting of legislature, but the war brought about an emergency requiring quick action. Girls who were camp followers were being committed by the juvenile court to a thoroughly discredited reform school for girls and boys at Greendale, in which treatment for venereal disease was not provided. The Government agent, in response to a request from the girls school board,

recommended an appropriation of \$30,000 for a new building, to be erected on a farm of 278 acres purchased at \$29,854 with funds raised locally. This was granted. A moderate outlay put the 8-room house, already on the farm, in good order to accommodate 25 girls. The Red Cross gave beds and bedding and the womens clubs completed the equipment, tastefully and comfortably. Hospitalization facilities were secured, partly as donations. The isolation of the location, 18 miles from Louisville and 2 miles from an electric-car line, as well as its natural beauty, were reckoned assets. The farm offered excellent opportunity for outdoor life and agricultural pursuits, features prominent in the preconceived and well-defined ideals of the school board. It was counted fortunate that the Government agent approved the plan from point to point.

Before consummating the purchase of the property certification of the city engineer as to the unfailing water supply was secured and the pronouncement of the city bacteriology department that it was pure. The governor's approval gave further assurance, particularly as he agreed to see that a bad bit of road from the car line would be repaired.

June 24, 1919, the school opened. The board, under agreement to the State to absorb the girls from Greendale, admitted 15 on that date. In order that the purpose for which governmental assistance was given might be served, it had been arranged that diseased girls would be transferred first. The services of a visiting woman physician were secured and a registered nurse employed on full time. Unfortunately a superintendent experienced in work with delinquents was not available. A teacher was engaged instead and excellent school work was done as long as she remained. With a matron and kitchen director the staff was considered complete except for a woman farmer to be added when found.

Meantime ground had been broken for the new cottage to be built with Federal money. Owing to an increase in the cost of labor and material the plans of the Government architect of necessity had to be rejected and the building was going up according to the specifications of a local architect, greatly modified and somewhat contracted to keep within the building fund.

In March, 1920, the newly created State board of charities and corrections took over Pine Bluff, with the full consent of the board, agreeing to develop and enlarge the school in harmony with the plan under which the Government had been interested in giving money.

June 1, 1920, the superintendent resigned, discouraged. Nothing had been done to improve conditions at Pine Bluff. The new cottage was nearing completion, however. By order of the commissioner of public institutions, changes had been made in the second plan by

which paper replaced wood in the ceilings. This and other economies of material enabled the building fund to stretch over a heating and lighting plan not included in the specifications. It also rendered the building less fire resisting and since the chairman of the board of directors of Pine Bluff had volunteered to guarantee that money would be raised for extras, this weakening of the main structure would seem unjustifiable.

Upon the resignation of the superintendent the inmates of Pine Bluff, together with the medical equipment, were removed to Greendale. Eight girls were left to work the farm under a "farmerette." December 6, the crops having been harvested, these girls were transferred to Greendale also and Pine Bluff School was closed. December 27, three weeks later, 20 trustees from the State hospital for the insane were placed in the original house under a keeper. The new cottage built with Government funds, although completed, has never been used.

Abandonment of Pine Bluff School, according to the chairman of the State board of control and the commissioner of public institutions, hinged on unsuitability of location, contaminated and insufficient water, bad roads, the poor plan and quality of the new cottage, characterized as a fire trap, and the stigma of venereal disease, all remedial except the last named.

The introduction of venereal-disease work as of primal importance in a State reformatory for delinquent girls "damned" the project and the Government, thereby defeated its own purpose, according to the present management. It is claimed that the possibilities of Pine Bluff were tested to a finality and that expert advice confirmed an opinion that the judgment and ideals of Kentucky could not be made to conform to those of the Government, emphasis being placed upon the undesirability of agricultural work for girls. Moreover, there is no disposition to pioneer.

The commissioner of public institutions states that his board has gone on record as being unwilling to develop a school at Pine Bluff. There is no immediate plan for the utilization of the plant. Until the legislature appropriates money for another site, it is temporarily expedient to save a caretaker's salary by placing insane patients at Pine Bluff to work the farm and care for the stock. It is the policy of the State board to ask for an appropriation for a suitable State reformatory. In the process it may seem wise to sell Pine Bluff, with the expectation that the proceeds would be applied to the reformatory fund. This verbal statement of the reasons for changing the plan is the first to reach the Federal Government.

During the life of Pine Bluff School 40 girls, all sex offenders and all diseased, were admitted. Only 8 were first offenders. Several had married soldiers, others had had sexual relations with soldiers,

and two had been "madames." The majority were from poor homes in the mountain districts.

Domestic science, sewing, and farming were taught. As already stated, the school work was excellent. Twenty girls, dismissed by the physician in charge, were paroled, the Louisville Children's Protective Association acting as parole agents. The cooperation of other social agencies is said to have been first rate.

Social histories of the girls were kept according to modern standards.

The younger girls were cared for in a separate cottage.

The outdoor sports, including baseball, were under the supervision of a volunteer from Louisville, who laid down the recreational program to be carried out by the superintendent.

A minister from Louisville held religious services Sundays and there was Sunday school; also chapel daily.

A system of rewards of merit was in use, looking toward an honor system and eventually self-government. Silence for misdeedeanors and a "thinking room" for more serious offenses were the forms of correctional discipline practiced.

The spirit of the women of Kentucky and of the original separate reformatory board was progressive, open-minded, and beyond question loyal to the Government in its attitude toward venereal-disease control. In point of numbers held for treatment and social rehabilitation the best that could be done with the equipment was done. It is matter of regret that so large a sum as was invested in the new cottage has gone to waste, but the State officials now in charge claim that in wrecking the original plan they considered the best interests of Kentucky. No attempt is made to dispute the ground taken, but presentation of the situation from the point of view of the originators of the plan, as well as that of the agents to whom its conduct was finally entrusted, would seem to be in order.

STATE HOME AND INDUSTRIAL SCHOOL FOR GIRLS AND WOMEN, OR  
SAMARCAND MANOR, NORTH CAROLINA.

[January 17, 1921.]

Quick action and miraculous growth in the face of obvious difficulties have characterized the work at Samarcand Manor from the start. Established by an act of legislature, its organization was perfected in May, 1918. Search for a suitable location commenced at once and culminated early in July in the purchase, at \$25,000, of a select outdoor or winter camp school for boys, disrupted by the war. This property, situated in the sand-hill fruit section near Pinehurst, consists of 230 acres, 70 under cultivation, with water power capable of development. Three buildings, completely furnished, whose wide

porches only needed screening to double their capacity for 40 inmates, made possible the opening of the institution as early as July 17, when the superintendent admitted 2 girls.

Decision in the matter of this purchase was reached in conference with the Government agent, who also recommended the plucky and resourceful superintendent, upon whose personality rests, too heavily, perhaps, the success of the institution.

An appropriation of \$25,000 was recommended from the President's fund for the erection and equipment of one, possibly two, cottages and the remodeling of the smallest of the three bungalows for the purposes of an infirmary. Complications with respect to the expenditure of Federal funds arose, and the decision of the Comptroller of the Treasury prevented the appropriation of the full amount recommended. The sum of \$7,800, however, approved in July, 1918, before this decision became effective, was used for the infirmary, equipment for which was purchased out of a subsequent special grant of \$3,333.33. The balance of the special grant served to make the main building weatherproof and for certain necessary minor improvements.

The State's original appropriation for maintenance was \$10,000. During the first year and before this was made \$20,000; the rapid growth in population brought out the fact that the institution could not go on without an increase in its maintenance fund. The Interdepartmental Social Hygiene Board came to the rescue. Four appropriations, amounting in all to \$58,416.07, were made on a per capita per diem basis at intervals of six and three months to cover the period from January 1, 1919, to June 30, 1920. The board had no fund available for this purpose after June 30, 1920. Each appropriation was larger than the last to meet the growing need.

**President's fund:**

(1) For remodeling a cottage for the purposes of an infirmary...	\$7,800.00
(2) For equipment of the infirmary.....	3,333.33
<b>Total.....</b>	<b>11,133.33</b>

**Interdepartmental Social Hygiene Board fund, for maintenance:**

(1) Period Jan. 1, 1919, to June 30, 1919.....	9,486.64
(2) Period July 1, 1919, to Dec. 31, 1919.....	10,000.00
(3) Period Jan. 1, 1920, to Mar. 31, 1920.....	18,938.45
(4) Period Apr. 1, 1920, to June 30, 1920.....	19,990.98
<b>Total.....</b>	<b>58,416.07</b>
<b>Total, both funds.....</b>	<b>69,549.47</b>

The school is now packed to nearly double its capacity, the present number of inmates being 175. There is a waiting list of 103. Time has taken its toll on the property. The water plant has broken down

under the strain of double service. Water has to be carried from a spring and the lake, and all the laundry work is done in the open, at the lake. The lighting plant is inadequate and a heating plant is needed. Except in the infirmary the buildings depend on open fire-places for heat, and there is constant danger of fire.

To meet obligations after the Interdepartmental Board's assistance was withdrawn a loan was secured. Later the State appropriated \$34,000 for the payment of this debt and to carry on the work until the 1921 session of legislature would be held. The budget committee cut the institution's request and is now asking for \$50,000 for maintenance and \$150,000 for improvements. It is proposed to erect on land separated from the buildings now in use by a lake a building for the care, treatment, and training of adult cases. No plans for colored girls and women are under discussion at present. The time for this is not yet ripe, it is felt.

One naval and seven military stations during the war, though not all within the State boundaries, contributed to change the character of North Carolina's social life. Unsophisticated girls from rural districts and those already attracted to the mill towns swelled the number of camp followers, which was made up in part of vicious and hardened types of prostitutes. There was no detention house and no reformatory for either type.

There is no detention house now, but Samarcand Manor sprang into existence from ripe ground. The present system of county public welfare agencies had been started and temporary shelter for juveniles was being found in lieu of jails. The State health department stood squarely behind the institution. The act creating it provided that "a girl or woman, without reference to her age, who confesses guilt or is convicted in any court of competent jurisdiction in the State of being (a) prostitute; (b) frequenter of disorderly houses or houses of prostitution," might be sent there, "provided such female is not insane or mentally incapable of being benefited by such institution." So earnest was the desire to serve the Federal Government that even mental defectives were admitted if infected with a venereal disease. Of the first 100 inmates, all but 3 were diseased. These three were admitted for exceptional reasons. Only 7 of the 210 inmates who have been admitted to date have been free from venereal disease. Commitments are made on indeterminate sentence, but the court will recommit. Originally the health department, in cooperation with the courts, was instrumental in committing women and girls to Samarcand Manor, but the board, because of the crowded condition, has recently confined itself to the admission of girls under 16 through the juvenile courts. Of the first 150 admitted, 147 gave a history of sexual relations with soldiers or sailors, or both. The

proportion among the younger girls recently admitted is lower, naturally, owing to the fact that all the near-by camps except Fort Bragg have been closed.

The buildings at Samarcand Manor are in the Swiss style of architecture, the two larger being called the "manor" and the "chalet." In remodeling a smaller building to be used as a hospital the general style was preserved. It is exceedingly attractive. The disadvantages of overcrowding are largely overcome by the fact that nearly all the sleeping quarters are in open-air porches. The Federal prison inspector has recommended the institution for Federal commitments. Everything is open for inspection.

There are good barns and outbuildings. Ten acres are in peaches and it is planned to set out another 40 acres. In this way the institution would be made independent. The county agricultural demonstration agent report states that there is "more coverage to the acre than any other place in Moore County."

Vocational training is given in domestic arts, domestic science, plain sewing, laundry work, farming and the scientific care of dairy stock and poultry.

Recreation is well organized and self-government flourishes.

The girls are all from Protestant families, the majority being Baptists. Church services are held every Sunday with a Protestant minister officiating fortnightly.

The library consists of 1,200 good books to which additions are made frequently.

Besides chorus work, individual instruction is given in piano and voice. A glee club is an interesting feature in the music department.

The word "punishment" is not in use. Girls are "sent to Coventry" (placed on silence) for plotting to escape or for violation of the oath of allegiance. Disloyalty to the student body means deprivation of music, swimming, and basket ball and placement in the discipline class. The "thinking room" is for runaways and fractious girls. The informal policing of friendly neighbors does away with the need of guards. The doors are locked only against intruders. If a girl in attempting to escape is brought back within 24 hours, the usual case, she is not counted a runaway. This reduces the number of deserters to a minimum.

The general health of the inmates, thanks to good food, exercise, recreation, and sleeping in the open air, is remarkably fine.

The superintendent has a staff of 14; assistant, 7 teachers, a nurse, combination clerk, stenographer, and librarian, kitchen matron, dairy and vegetable garden supervisor, farmer, chore boy. (A parole officer is to be added at once.) The superintendent's views on education, vocational training, and recreation are sound and progressive.

The spirit of the institution is altogether admirable.

July 1, 1920, the State health department withdrew the free services of a physician and discontinued the supply of salvarsan. The institution now pays a physician and buys its drugs.

Meantime the medical care of Samarcand's inmates goes unremittingly on. The present daily average of treatments for gonorrhea is 90. Wassermann tests and spinal punctures are given the syphilitics monthly and salvarsan treatments for 8 to 12 weeks are repeated with a rest between courses. No girl is paroled until she has had three or more negative reactions. She must, on parole, attend an outside clinic, and clinic reports are required by the institution through the county superintendents of public welfare. In the spring of 1920 10 treatments each of Doctor Cano's "blue treatment" for gonorrhea were given 20 girls at weekly intervals as an experiment. The report sent Doctor Cano, at his request, showed good results. Syphilitic cases are kept in separate rooms. There are none in infectious stages at this time. Gonorrhea cases occupy the solarium at the infirmary.

Of the 34 girls on parole it is felt that 75 per cent have been socially rehabilitated. The others have not been away from the school long enough for fair judgment on this point.

The achievement of two and a half years at Samarcand in the face of odds leaves no question as to the wisdom of its originators in establishing it. Generally it is said that the success of the institution is due to the efficiency of the superintendent, but all join in giving thanks to the State and the Federal Government for its support. During the period of governmental assistance 54,000 treatments were given for venereal diseases in the infirmary, which was remodeled and equipped with Government money. Ninety-three per cent of the 203 inmates treated for venereal diseases were a menace to sailors, soldiers, and civilians at the time of their admission. None of these has been, nor will be, paroled until rendered noninfectious and as well equipped for restoration to society as time and facilities permit. This statement of the superintendent is absolutely supported by the board of directors. If figures are to show what the Government accomplished in assisting Samarcand Manor, these speak for themselves.

**SLEIGHTON FARM, THE PENNSYLVANIA STATE INDUSTRIAL SCHOOL FOR  
GIRLS (WHITE AND COLORED), DARLINGTON, PA.**

[November 6, 1920.]

An institution known as the "House of Refuge" was established in Philadelphia in 1828. Later it became the Pennsylvania State Industrial School for Girls, and in 1908 it was removed to its present location 19 miles from Philadelphia, assuming the name of

"Sleighton Farm." The institution property consists of 350 acres of excellent farming land in a rolling section of country, originally wooded. Parts preserved for pasturage still have many beautiful trees but the larger part has been cleared for cultivation.

Sleighton Farm started with the girls removed from the Philadelphia townhouse in 1908. It opened in a substantial, commodious old farmhouse. To this as a nucleus have been added from time to time 12 two-story stone cottages, a chapel, and a schoolhouse, so that the institution now comprises 15 buildings besides barns, poultry and stock houses, carpenter shops, greenhouses, and power plant.

The school has grown, not in haphazard fashion but following a preconceived plan. The cottages, well apart from one another, line a broad main thoroughfare on both sides. This driveway breaks into a contour road and sweeps into a circle at the farthestmost end from the administration building. The roads are paved and curbed, the grounds charmingly planted, the whole effect being that of a well-organized "village beautiful" under efficient management. The cottages are utilized as follows:

- (1) Administration cottage.
- (2) Superintendent's home.  
For white girls:
  - (3) Receiving cottage. (The first three months are spent here.)
  - (4) Cottage for the youngest children.
  - (5) Cottage for the next older children.
  - (6) Cottage for the mentally higher grade.
  - (7) Cottage for the mentally higher grade.
  - (8) Cottage for the mentally lower grade.
  - (9) Cottage for the special classification of girls according to their delinquency.
- (10) Demotion cottage. (For returned runaways and girls demoted from the honor cottages.)  
For colored girls:
  - (11) Receiving cottage. (The first three months are spent here; cottage also used for demoted girls.)
  - (12) Cottage for girls after their first three months.

In the group for white girls there are five honor cottages; in the group for colored, one.

The school has room for 450 girls. By stretching the capacity of the sleeping porches the excessive pressure put upon the institution by the abnormal number of commitments due to war conditions was met. As many as 650 girls were being cared for by the autumn of 1918. Many of the new girls were found to be diseased and, as the school was not equipped for the hospitalization of so large a number, an application for Federal assistance in this matter was made and approved. An architect was employed to design a hospital which would be in keeping with the general archi-

tectural character of the cottages, but before the grant for building went through, the comptroller's decision threw the plan out entirely. The architect's fee, \$1,597.20, was paid from the President's fund, but Sleighton Farm is still without a hospital. The strain put upon it, without this equipment, taxed the ingenuity and resourcefulness of the administration sorely.

Pennsylvania was particularly well off in community resources. It had venereal-disease clinics, hospitals to which girls, white and colored, could be sent, and institutions for the care of the feeble-minded, white and colored. It did not yet have the State reformatory for women, which has since been opened and to which convicted immoral women, white and colored, may be sentenced.

In the matter of heating systems, hot-water supply, precautions against fire, baths, showers, and toilets, Sleighton Farm is admirably well provided. The entire equipment is modern and adequate. In sanitation and cleanliness the place excels.

The laundry facilities are also modern and complete. There is a central plant located in the demotion cottage for white girls and operated by the demoted girls. The officers' laundry and table linen is done in the heparate cottages, so that all the girls receive training in laundry work.

Each cottage is a complete housekeeping unit. The baking is centralized in the receiving cottage for white girls, it is true, but in each cottage a small amount of bread is made for the workers so that the girls' training goes on uninterruptedly after their first three months in the receiving cottage.

It is the aim of the school to give each girl a separate room, and except for the sleeping porches and a dormitory in each of the receiving cottages this is done.

Each cottage has a recreation room, large and attractively furnished.

The light and ventilation throughout the institution is excellent. Girls are committed to Sleighton Farm through the juvenile courts, the municipal misdemeanants, and the quarter sessions courts. The term of commitment is indeterminate, until 21 years of age.

Social histories of inmates are carefully taken. The case records give a detailed and systematic account of interviews, visits, and investigations. They are card-indexed and filed in the offices of the administration building. The workers are not informed concerning the past histories of the girls, it being desirable to give each girl a chance to start life anew.

A resident psychologist, added to the staff in August, 1919, makes an intensive study of each girl and the girls of each cottage have been classified according to their mental ages, using the letters A to E for the different grades. These are given to the matrons for

guidance in their work with the girls. In the fall of 1920, as an experiment in one type of cooperation, the mental hygiene clinic of the Children's Bureau undertook to make a study of each girl in order that the staff might be given an estimate of the ability and intelligence of the entire group and, as far as possible, assistance in applying the psychology of human behavior to which psychiatry has made such a large contribution. As an outgrowth of this work case conferences have been organized at Sleighton Farm. The department of social investigation of the Pennsylvania School for Social Service assists in these conferences, and representatives of social agencies present the philosophy of their work.

As already stated girls of low mental grade are cared for in a separate cottage which is located at a distance from the main group. Their routine is simpler and considerable time is spent in sheep raising. Whenever there is a vacancy, transfers are made to the State colony for feeble-minded women.

Maternity cases are sent to maternity homes in Philadelphia three months before confinement. If infected with venereal disease, they are hospitalized in Philadelphia.

The food is good. The girls eat in the same room with the officers, but the food is not the same. Separate tables are provided for girls infected with venereal disease.

The day's routine consists of chapel, about two hours of general housework, three of farm work and three of school. The housework is graded and follows a series of promotions by which a girl covers the whole field. Farming and the scientific care of poultry and stock, under special instructors, form part of the industrial training. There are regular rest and recreation periods. The outdoor sports, including baseball and races, are conducted by a gymnasium teacher. Dancing and games are for the evenings.

Vocational training includes domestic science, sewing, dressmaking, farming, dairy work, typewriting, and business English.

Self-government is a strong factor in the development of the girls' daily good citizenship. A self-government council, elected by popular vote, sits for the consideration of individual offenses. It is supervised by the cottage matron and the student government officer. One function of the council members is that of assuming real responsibility in keeping order in the respective cottages.

The religious observances are extremely well organized. Catholic, Protestant, and Hebrew Sunday schools and services are held regularly. The Episcopal girls are under the care of a rector of that denomination. A Roman Catholic priest hears confession on Saturdays and reads mass Sunday mornings.

The library is well stocked with good books and each girl is permitted to take out one book a week.

The recreation room in each cottage is comfortably furnished and equipped with a piano and phonograph. Instruction in chorus work is given and glee clubs are organized. The singing of the colored girls is remarkably beautiful.

The pictures are well chosen and tastefully arranged.

Honor girls are given special privileges; in fact supervision of their activities is less rigid than in the stages leading up to this rank. The usual forms of punishment are enforcement of the silence rule, additional work, or deprivation of privileges, often on a diet of bread and milk. Ornamental grills are placed on the second story windows; otherwise there are no locks and bars.

Girls are paroled after two years in the school, if free from infectious disease. There are five parole officers, one of them colored. The bureau of personal service of the Council of Jewish Women takes all the Jewish girls on parole. The Protestants and Catholics are placed first in carefully selected homes as mothers' helpers. This probationary period affords the parole officers an opportunity of judging whether or not the girls are earnest in a wish to do something other than housework. There is an increasing demand on the part of the brighter girls for a chance to go into industrial work and business. The parole officers have a house in Philadelphia in which parole girls live for a time before going to their foster homes. The younger girls are indentured, their wages being paid to the school for them. Exemplary conduct and the visitor's report determine when a girl's wages will be paid to her direct. The wage scale is \$3.50 to \$5 a week.

The ophthalmological and dental work is systematic and thorough.

The present superintendent estimates that 80 to 90 per cent of the girls make good while under the jurisdiction of the school, but feels there is no way of estimating the proportion of those definitely rehabilitated.

Each cottage has a resident matron and housekeeper. The number of the other officers varies from time to time, but there have been as many as 85. Their living quarters are in the various cottages. Colored officers are employed for work with the colored girls. Besides the women workers 7 men are employed: 2 carpenters and 5 engineers, electrical and mechanical. The superior attraction, in point of wages, of war work made it extremely difficult during the war to keep up the personnel, but this condition has gradually adjusted itself. During the midsummer months there is never a dearth of workers as college students act as volunteers at that time. It is a policy of the institution to employ as many college graduates as possible. Regular staff meetings are held and special group conferences.

The present superintendent is responsible to a separate board of directors, composed of men, and an auxiliary board of women who have no power to vote.

It is the spirit of the institution to inculcate a strong sense of loyalty to the school, the State and the Union. The attitude of the staff is intelligent toward the work and sympathetic toward the girls. There is individual as well as group work. Great effort is made to develop a homelike appearance and atmosphere.

Examination for venereal disease is part of the routine of admission. The blood for Wassermann tests is taken by the resident physician and sent to the State laboratories for examination. Separate rooms are provided for diseased girls in the receiving cottages. Cases of open lesions are not admitted until after this condition has been cleared up in an outside hospital, and such cases as develop within the school are sent to Philadelphia for hospitalization, the institution's infirmary being too small for this purpose. Routine tests are made after each course of treatment and every three months after negative. All girls must be negative before being dismissed.

The number of admissions from the early months of 1918 to January 1, 1921, was 600, 200 being diseased. The average daily number of treatments given was 36, with the maximum at 45 and the minimum at 3. It is estimated that 98 per cent of the diseased girls were a menace to the health of soldiers and sailors on admission.

Sleighton Farm is supported by county and State appropriations, each allowing \$0.44365, or a total of \$0.8873 per capita per diem. The farm products, sheep, poultry, and piggery yield about \$25,000 a year additional. The total cost of maintenance and operation for the year 1919-20 was \$192,045.40.

It is matter for regret that the Government was unable to assist in the building of the much-needed hospital.

STATE INDUSTRIAL SCHOOL FOR GIRLS, COLUMBIA, S. C.

[January 27, 1921.]

A bill creating a State industrial school for girls was passed by the South Carolina Legislature, February 7, 1918. The State appropriated \$40,000 for its establishment and maintenance until December 31, 1918. In March, 1918, the governor applied at Washington for Federal aid in a similar amount representing that equipment, the installation of a water plant, maintenance of land 8 miles from Columbia which could be used.

After conferences between State officials and Government agents in which a working plan mutually satisfactory to both groups was developed, \$40,000 was appropriated by the Federal Government from the President's fund on condition that the institution would be

used for the "isolation and custody of female delinquents whose detention is necessary as a health measure for the safety of the Military Establishment." Another condition was that the Government would control the character of the buildings to be erected, employing its own architects.

Two fine, substantial, brick buildings were planned with capacity for 24 girls each. One was larger than the other in that it had an extra wing designed for a hospital and treatment room, with separate sanitary and bathing facilities for inmates requiring isolation. Although negotiations began early in the year the work was slow in starting because of the difficulty in getting water. It was decided to secure a temporary location. An untenanted hotel beautifully situated at Campobello, 12 miles from Spartanburg, was rented, a superintendent and assistant engaged, and the school opened January 1, 1919. As there were no hospitalization facilities, diseased girls were not admitted until their infections had been cleared up. By courtesy of the city officials of Columbia an arrangement was made with the Anna Finstrom Home to hold girls committed to the State school during the period of their infectiousness.

The capacity at Campobello was for 24 inmates. Before the completion of the new buildings at Columbia it became necessary to vacate this temporary home and November 28, 1919, the whole establishment moved into the Anna Finstrom Home. January 27, 1920, the building with the hospital wing having been completed, the institution opened in its permanent quarters.

The second cottage has never been finished. The building fund became exhausted. It will cost about \$9,000 at the present rates for material and labor to complete it. A petition is before the legislature now in session for a building appropriation to cover this. The 1920 appropriation for maintenance had an unexpended balance of \$8,200, which the superintendent spent for furniture for the new cottage and for subsistence supplies. Two hundred dollars of this amount were used for moving a tool house and equipping it for a garage. The superintendent has \$60 ready for prizes when an honor system can be started. The future of the school, in fact, would seem to hinge on the completion of the second cottage.

The school has never had more than 24 inmates at a time. The total number admitted so far is 43. It is not the policy of the superintendent to overcrowd, although there is a waiting list of 74 girls, some of them in jails. At least 4-foot spaces are preserved between the beds in the sleeping porch, besides which there are 14 separate bedrooms.

The room designed for a recreation room is now used as dining room, for sewing classes, chapel, and folk dancing. The opening of the second cottage will relieve this pressure.

No social histories of the girls are made at the school. The commitment papers and correspondence are kept in a filing cabinet which is not well organized.

The superintendent refuses to accept girls not of reformable type, so the need for classification as to character is minimized.

The field psychologist of the State board of public welfare makes conduct studies of special cases and the resident teacher gives Binet tests systematically.

The food is good, and the girls are taught to cook and serve meals in a very acceptable manner. None of the inmates are permitted to speak at table, however, which gives a chilling effect. The reviewer found this unique.

Good work is being done in the schoolroom under the domestic-science teacher and at gardening, carpentering, and caring for the stock and poultry under the woman farmer. In addition, vocational training is given in plain sewing, dressmaking, and basket weaving.

A playground director from Columbia gives alternate Saturday afternoons, but the playground work is, generally, under a well-trained house officer; also the folk dancing.

The superintendent feels that it would be impossible for her to develop self-government or even an honor system among the weak type of girls which, for the reason that they are easy to manage, she prefers to accept. When the second cottage opens, and she can do some weeding out by means of a "receiving cottage," through which the best girls will be cleared, she may start something of the kind.

Chapel is held morning and evening by the superintendent and Episcopal services alternate Sundays by a minister from Columbia.

Everything is very comfortable, physically, and the atmosphere is made cultural by the art collection of the superintendent, a widely traveled woman. Many fine books line the walls of the reception hall.

Three "thinking rooms" are provided for troublesome girls. The silence rule is followed for minor offences. The bedroom doors and the door leading into the sleeping porch are locked at night. The windows are screened, the upper ones having the additional precaution of ornamental wooden grills. A male guard, who also acts as engineer for the Delco plant and as chauffeur for the Dodge car and the motor truck, is on duty through the night.

There is a well-chosen staff of six assistants, making the proportion of employees to inmates 7 to 24. The superintendent is responsible to the State board of charities and public welfare.

The maximum number of inmates treated for venereal diseases on any one day has been 12, the minimum, zero. Until September 1, 1920, the clinician at the venereal disease clinic in Columbia visited

the school, bringing the clinic nurse. Sixteen girls, or two-thirds of the population of the school, have been under treatment, he says. As the result of an unpleasant disagreement with the superintendent these visits were abruptly discontinued and the State venereal-disease officer has made it clear to the State board of charities and public welfare that no further responsibility for the venereal-disease work at the school will be assumed by him under the present management. Meantime a woman physician, a member of the directors' board, has taken up the work. She reports that tests were given all suspicious cases six weeks ago, all of which, except one gonorrhea case, were returned minus. Three girls admitted this month have been tested and the laboratory reports show two to be infected with gonorrhea and one with syphilis. This physician says she has heard venereal disease talked ad nauseum, her attitude being in singular contrast to that of the health department.

The city recorder, who is also the juvenile judge, says that the State would be far readier to appropriate money for the completion of the second cottage if the administration would show a disposition to put itself out to more nearly meet the demand. He called attention to space which could be used for more beds, in the emergency. As it is, the legislature is skeptical as to the real value of the institution and feels that too much money is being spent for overhead with too little result.

Notwithstanding these criticisms the State board of public welfare upholds the superintendent in her slow-going policy.

The facts are that less has been accomplished in proportion to the amount invested, both in the number of persons socially rehabilitated and in the number of venereal-disease treatments given, than in any institution studied so far, and that the administrative policies have not the general support of the cooperating agencies nor of the community. The spirit would seem repressive and overcautious.

The average per capita per diem cost of maintenance for the past six months has been 83 cents. This is an increase of 31 cents over the first six months, despite the fact that farm products now play an important part in the daily food supply. Including overhead, the State has spent the sum of \$19,576 for maintenance and operation of its industrial school for girls (white).

#### INDUSTRIAL SCHOOL FOR COLORED GIRLS OF FAIRWOLD, COLUMBIA, S. C.

[January 29, 1921.]

Application for Federal assistance was made by the negro population of South Carolina in April, 1918, to be used in the establishment of a reformatory for colored girls, as a war-emergency measure. While waiting to hear from this request the State Federation

of Colored Womens Clubs raised enough money to prchase 30 acres of land, 10 miles from Columbia, on which there was a three-room cottage and two springs. Governmental assistance in maintenance was promised definitely for the months of May and June, 1919, and on the strength of this the school opened May 1, 1919, admitting three girls. The vouchers presented to the Interdepartmental Board for these months stated that the per capita per diem cost of maintenance had been \$9.44 and \$5.65, respectively. Assistance was withdrawn. Explanation was not requested nor offered by the board of directors of the school.

June 30, 1919, an appropriation for building and equipment was made from the President's fund to the amount of \$3,334, which made possible the erection of a frame cottage near the original building and the remodeling of that building. These cottages are unplastered and without plumbing. Only one is in use, for lack of furniture. A clearing about the buildings is inclosed in a 6-foot wire fence surmounted by barbed wire. In the beginning there were five escapes. There have been none since the fence was built.

Twenty-one girls have been admitted from various parts of the State, several from Charleston. All have been sex offenders. There are 13 inmates at the present time. The superintendent and her assistant, both trained workers, are doing good work in the school-room, teaching the girls to farm their own place, and supervising their work on neighboring places. The money earned in this way is helpful in running the school. Sewing and laundry work are taught; in fact, as much is being accomplished with almost no equipment as in better supported institutions with more room. Kerosene lamps are used and there is no telephone yet.

The laundry facilities are crude. As already stated, there is no plumbing on the premises. Although the girls all sleep in one dormitory, excellent precautions are taken against infection of "clean" girls. The clothing and bed linen of the infected inmates are always washed separately.

Until the new cottage is equipped and the staff increased there is no recreation room, the room designed for that purpose now serving as dormitory, sewing room, assembly and school room. Fortunately it is very large, light, and well ventilated.

Girls are committed to Fairwold on indeterminate sentence through the juvenile court. The commitment papers are filed alphabetically, together with very good individual social histories of the girls.

Instruction is given in hygiene by the superintendent and the woman physician (colored), who visits at regular intervals and on call. There is no equipment for mental testing and no provision for the feeble minded.

The rules for visitors are flexible, as the few who come are always welcome. The superintendent feels that she could make life brighter for her charges if more agencies and individuals gave the school their personal attention.

During the summer three hours of school work are done daily; in winter five. Sewing, cooking, laundry, and farm work are taught. Recreation is organized and regular time allowed for outdoor sports, including baseball. The population is too small for a well-defined honor system, but girls are given special privileges and responsibility in consideration of good conduct and school work.

Chapel is held every day. Once in a while a minister comes, but very seldom.

The superintendent takes two weekly papers. The girls are required to read and discuss the news. There are a few story books; more are sadly needed. The walls are bare of pictures.

The superintendent investigates the homes to which inmates are paroled. She has the cooperation of the associated charities and the juvenile court, both employing colored workers. Two girls are on parole and doing well, but the institution is too young to count results.

The proportion of employees to inmates is 2 to an average of 13, the superintendent being responsible to a board of directors composed of representative colored people, all deeply interested in the work.

A great deal of individual attention is possible and the general impression is homelike. The spirit is, on the whole, admirable and one of dogged determination to succeed.

The apparent good health of the inmates speaks well for the management. General supervision is given by the woman physician, and the diseased girls are taken to the venereal-disease clinic in Columbia for major treatments in a Ford truck, bought for this purpose, but not yet fully paid for. There are no inmates at this time needing clinical treatment.

A petition is before the legislature, now in session, for the State to take over the school and to appropriate \$10,000 for its maintenance for 1921. Many representative citizens (white) are trying to push this. The school has the respect of everyone and admiration is expressed for the plucky fight the colored people of South Carolina are making to keep it up. The city council has just appropriated \$500 for maintenance, its first gift to Fairwold.

In explanation of the excessive per capita per diem rate given in the vouchers for maintenance for May and June, 1919, the vice president said that the first temporary superintendent, engaged only because the permanent superintendent could not assume duty at once, was overzealous in the matter of seeing that the inmates reported regularly at the clinic in Columbia for treatment. She was under

the impression that this was her foremost obligation and hired an automobile nearly every day for the purpose. Realizing that the situation could not be met in this way, yet wishing to fulfill the agreement with the Government to the letter in the matter of caring for the venereal-disease cases, the Ford truck was purchased to relieve the Government of the extra expense of transporting the inmates to and from the clinic.

The board is thoroughly appreciative of the governmental assistance.

**TEXAS TRAINING SCHOOL FOR GIRLS, GAINESVILLE, TEX.**

[April 5, 1921.]

A bill creating the Texas Training School for Girls was passed in 1915. The statute which was adopted is a composite of the best laws of other States. The school opened September, 1916. The superintendent, a physician, had been appointed a year before in order that she might visit and study State training schools of good standing by way of preparation. The school is thoroughly modern in all its equipment, providing a separate room for each girl. There are five fine brick cottages, a model laundry, garage, farm houses, etc., beautifully located in a 160-acre tract of fertile land. The five cottages are used as follows:

- (1) For girls infected with venereal disease.
- (2) For girls not infected with venereal disease.
- (3) Honor cottage.
- (4) Hospital and disciplinary cottage.
- (5) Superintendent's residence.

The hospital cottage has operating, sterilizing, and douche rooms, laboratory, pharmacy, a modern dental office and hydrotherapy room with adequate apparatus for the treatment of hysterical and nervous cases. The staff includes a resident woman physician, a nurse, and a psychologist. Very careful work is done, health being considered an all-important basis of moral reform. Medical histories are kept meticulously. Even slides used in tests for gonococcus are card indexed, dated, and filed.

The "discipline rooms," six in number, are in the hospital building. So closely are health and conduct linked in the superintendent's mind that she now wishes to add to the hospital equipment a new and highly scientific instrument known as a "calorimeter," in order that girls suffering from excessive combustion of energy may be treated with sedative baths and thus obviate situations in which discipline would be necessary.

The cottage for girls infected with venereal diseases has an average population of 26. Syphilitic cases are taken to Gainesville for salvarsan treatments, all other treatments for venereal disease being given in the hospital cottage.

The problems of the institution were increased in many ways by the numerous mobilization camps located by the Federal Government in Texas. The individual tax rate in Texas had reached the constitutional limit and it was impossible for the legislature to appropriate sufficient funds to care for the increased number of girls committed to the school. The Interdepartmental Board responded to a request for maintenance and the sum of \$7,136.99 was given in several appropriations covering a period from April 1, 1919, to June 30, 1920. The alleged normal capacity was stretched, in the emergency, from 75 to 105. The average daily number treated for venereal disease during this period was 31. As already stated, the average daily number treated at all times is 26. Sixty girls were admitted during the war and until December, 1919. Of these 28 were infected with venereal disease; 16 gave a history of sex relations with soldiers and sailors.

Vocational training is emphasized. Domestic science, sewing, commercial courses, nursing, manual training, besides laundry, farm and garden work are included in its scope. There are 29 officers and attendants to an average of 74 girls.

Fine recreational work is done by the Girl Scouts within the school, under the personal supervision of a trained specialist. The school is the first institution of its kind to have a Girl Scout organization. The merit system is rounded out by its activities.

Chapel is conducted by the superintendent. A Protestant minister holds services Sunday afternoons and the Catholic girls are taken to Gainesville to mass. The nuns from the convent there are frequent and welcome visitors at the institution.

In addition to good chorus work, classes are held in music appreciation and individual instruction given in voice and piano. The fine arts are definitely taught. Colored reproductions of the best pictures are in all the recreation rooms and halls and an exhibit of good pictures, changed fortnightly, is a permanent feature. Lectures on art and a history of the pictures in each exhibit are given.

There are no locks except in the disciplinary rooms. Runaways and insubordinates are placed in these rooms which are bare except for the beds. The girls are released in the mornings for the routine work of the institution, no change is made in their food but they are on silence and school privileges are denied.

The parole system is flexible, based on the individual case. Constructive plans are made for the disposition of the girls. Of 160 girls on parole, 62 have definitely made good; the others are still proving themselves. There have been 63 runaways, none, however, from the diseased group, all recaptured; and 11 escapes or total disappearances. Four girls were pardoned by the governor, contrary to the superintendent's advice, becoming the victims of executive clemency. The

institution is handicapped in having only one parole officer and only \$500 annually for traveling expenses.

The superintendent is directly responsible to the State board of control but the administrative responsibility is hers in full.

The institution is entirely supported by the State, the average per capita per diem rate being 99 cents. The budget for 1921 was \$55,000.

Criticisms of the school are that the superintendent is uncooperative, that there are too many runaways and that too much room is occupied for administrative purposes and officers' quarters. The expense of operation and maintenance for so limited a number of girls is also mentioned and the frequent absence of the superintendent from the institution is cited as the probable cause of the runaways.

The superintendent is aware of all these criticisms and defends them ably. Her ideals are high and she intends to make the State support the modern ideas which she was authorized to study and incorporate in the school policy. The pendulum swings so far in the other direction in Texas that it has frequently been suggested to her by officious citizens that she adopt the blood-hound system. The public generally is apathetic and active opposition takes various unpleasant forms such as this. Texas is a rich State and should not expect the superintendent of its State school for girls to resort to such cheap expedients as cooperating with county officials who are ignorant of modern social-work methods, when this course might mean disadvantage to the girls.

The Federation of Women's Clubs, the League of Women Voters, all the women's organizations are squarely behind the administration, a gain acquired largely through lectures which the superintendent is always ready to give, in various parts of the State, on invitation.

The Gainesville School is under the influence of modern ideals, somewhat theoretical but altogether human, with the emphasis on health and individual treatment of the girls. It is the desire of the superintendent to have the institution moved to Dallas and to develop the school department at the expense of the farm work. Incidentally she and her staff would be nearer the seats of learning and more closely in touch with progressive movements and ideas generally. The present location might then be used as a much-needed State industrial farm for women.

#### DORCAS HOME FOR COLORED GIRLS, HOUSTON, TEX.

[March 7, 1921.]

Dorcas Home, a small, struggling institution, established in 1917 for juvenile colored girls in a city where the colored population is 25,000, was in the way of being put on its feet when the Interde-

partmental Board granted maintenance in order that it might move to larger quarters and expand generally to meet a war emergency. The new location, formerly a "sporting house" in the colored section, was recognized as unsuitable but nothing else was available at the time. It has capacity for 30 inmates. Thirty is the total number of admissions since the institution opened in its present location, March 1, 1919.

During the period of governmental assistance, March 1, 1919, to June 30, 1919, in amount \$1,656.95, an average of 13 girls was treated for venereal disease at the city clinic daily. The actual number of treatments given was 1,520 and the average per capita cost per diem was \$1.09, on which basis maintenance was given by the board. Statistics of the medical work done during this period appear in the vouchers submitted to the board. Statistics for the period since governmental assistance was withdrawn are not available, but it is stated that examinations for venereal diseases are not made systematically, that the girls are not taken to the clinic with regularity, and that practically no follow-up work is being done. The excellent follow-up system at the clinic and isolation hospital does not cover Dorcas Home, for the alleged reason that the institution has not been designated a quarantine hospital by the Houston Foundation, under which it is operated.

Dorcas Home occupies a two-story frame dwelling of 12 comfortably furnished rooms. The dooryard faces on the street and there is a detached building utilized as a laundry. The property was leased for two years to April 1, 1921, at a monthly rental of \$40. There are 6 large, well-ventilated bedrooms accommodating 5 girls each. The spaces between the beds are 3 feet or more, and two inmates are not allowed to sleep in the same bed. The condition of the bedding is good but the supply low. No attempt at classification as to age, character or nature of disease is made. The laundry is equipped with portable tubs only, but there are electric irons.

Inmates are committed through the juvenile court on indeterminate sentence, but except for the juvenile probation officer and the colored churches no assistance toward the development of the home is contributed by citizens and social agencies.

The food is fair. Rigid economy is necessary.

The forenoon is spent at housework or in the laundry. There are no school hours and no training except in cooking and sewing, which may be called prevocational. Recreation is not organized and outdoor exercise is practically impossible since the small yard, facing the street two ways, offers no privacy. The girls play indoor games and dance to phonograph music for amusement. There is no honor system. Two colored matrons, responsible to the chairman of the board of directors, are employed to care for an average of 16 girls.

Colored ministers or committees of their churches hold religious services Sunday afternoon. There is Sunday school in the morning and song service in the evening.

There are neither books nor pictures.

By way of precaution against runaways the windows are screened, but on the occasion of the revisit the doors were wide open and girls were observed crossing the yard to and from the laundry with great freedom. There are two dark rooms which can be locked, and stories are told of severe corporal punishment under a former superintendent who was discharged, happily, as soon as her board heard of her conduct.

Girls are paroled as domestics in white families or to their parents. One has married and 10 others are reckoned "relatively improved."

The superintendent of the clinic made the statement that nine of the girls treated during the period of governmental assistance were discharged from the clinic, after the required number of negative slides, on condition that they would report at a given time for examination. When the time was up they were all found to be reinfected, pointing to carelessness in the home and too great freedom of movement. The colored superintendent at that time was lax and the girls came and went without much restriction. This situation was the basis of a recommendation made by the director of the Houston Foundation that governmental assistance be discontinued, and that the colored population be urged to increase its efforts to supplement the city and county appropriation for maintenance.

Without sending an agent to investigate personally, to supervise and to urge better local cooperation for this unfortunate institution, the Interdepartmental Board acted on the recommendation of the Houston Foundation and withdrew its support.

The chairman of the Dorcas Home board is said to take interest in the work which otherwise would seem to lack the interest of white citizens. The handicaps are many. The two-year lease on the present location expires April 1, 1921, and no other house is available. The chairman of the board is planning to make a strong appeal to the county to purchase a six-room house on 20 acres of land, available at \$15,000. For the moment fate hangs in the balance. There would seem to have been lack of coordination between the city health department, the Houston Foundation, and interested citizens, white and colored, with the result that Dorcas Home, needing guidance in a community generally apathetic, may fall by the wayside.

The average monthly cost of operation of Dorcas Home is \$161. The cost of maintenance and operation is met by an allowance from

the city of \$100 a month (increased from \$50 in August, 1920) and \$125 a month paid by the county (increased from \$100 in October, 1920). The colored women's clubs raise \$500 a year to make an annual budget of \$3,200.

VIRGINIA INDUSTRIAL SCHOOL AND HOME FOR GIRLS OR " KILBOURNE,"  
BON AIR, VA.

[November 14, 1920.]

Founded by the State in 1910 in a small way, this institution grew gradually. It had 54 inmates and was overcrowded when the Federal Government, in 1918, appropriated \$30,000 toward its enlargement. To match this grant \$20,000 had been raised by popular subscription and \$10,000 appropriated by the State.

Kilbourne is beautifully situated in a good neighborhood in an agricultural section nine miles from Richmond. The farm contains 260 acres. Until the institution was expanded in 1918, it had only the original farm house in which it started, a two-story brick cottage and an infirmary located in a very small, separate, brick cottage.

On advice of the Government agent an adjoining 26 acres having a good dwelling, garage, and outhouses was purchased. This property was remodeled and equipped in haste and began housing girls in the fall of 1918. The opening of the remodeled cottage was formally celebrated January 1, 1919. Plans for the erection of a new two-story brick cottage to have 24 separate rooms, a sleeping porch, operating room, 2 isolation rooms, bathroom, fumigation pit, a ward for eight beds, and bedrooms and bath for a resident physician and matron were pushed, and "Virginia" cottage was opened with ceremonies January 2, 1920. Difficulty in getting material on the ground delayed completion. Steam heat was installed in the original building where only fireplaces had been; a storehouse, with a properly ventilated root cellar was erected; the barn was remodeled like new; screens and other minor equipment were added; but the outstanding gain was, of course, the increased capacity and a really good hospital.

As the institution stands to-day it consists of four cottages, each a complete domestic unit. They are:

- (1) "Homestead," the administration building and superintendent's home.
- (2) "Virginia" cottage, built with Government assistance (the only one in first-rate repair).
- (3) "Stuart" cottage.
- (4) "Winston" cottage, remodeled with Governmental assistance.

The present capacity of Kilbourne is for 85 girls. This could be increased by screening two porches and adding to the equipment.

A gasoline engine pumps water from a spring to a tank. It is planned to drill an artesian well. A Rudd heater supplies hot water.

*Each cottage is equipped with chemical fire extinguisher.*

The plumbing throughout is modern and the baths, toilets, and lavatories are clean, sanitary, and in good order.

The laundry facilities are adequate except in one cottage. The superintendent wants a central heating and laundry plant for the special advantages it would offer for vocational training.

The schoolrooms serve as recreation rooms, but a new assembly and school building is to be erected by the State with an appropriation of \$25,000 for that purpose. Social histories and the court's diagnoses made prior to commitment are now on file at Kilbourne, but until two months ago these were kept in the office of the State board of charities and corrections. Case studies will be made from now on and filed with the commitment papers. A good filing system has just been installed.

Virginia cottage serves as the receiving cottage. All new girls are kept there for physical examination and to be studied. No new girl attends school for the first fortnight. The girls of least promising type are cared for in Stuart cottage. The low grade mentals are assigned to Winston cottage because of the advantages offered by its detachment from the main group of buildings. The superintendent does not call the attention of her staff nor of the girls themselves to these classifications.

Psychological tests are sometimes made in court before commitment. The Binet-Simon test is given by the superintendent when there is doubt as to a girl's mentality. Girls testing six years mental age or less are eligible for the State colony for the feeble-minded, but that institution usually has a waiting list so that transfer is slow. Three hours daily are devoted to school work, 2 to general housework, 3 to gardening or farm work, and 2 to supervised recreation. Between 1 and 2 p. m. each girl rests in her own room.

So far only cooking, sewing, laundry work, farm work, gardening, and nursing are taught. Each girl, theoretically, gets two or three months in each type of training, but in practice this is not always worked out. The routine work of the school is often stressed at the expense of individual training for lack of an adequate teaching staff. It is planned to add a commercial course in typewriting and stenography next year.

The Richmond School of Social Work sends two students once a week to lead the field work in recreation. Basket ball and baseball are summer features. Dances are held Saturday nights. "Sings" and parties are given at intervals. Each cottage has separate provision for indoor games.

A well-established credit system is leading toward self-government. Self-expression and desire for leadership are encouraged and the girls are allowed to fix up their own rooms according to individual

taste. All in all the girls are given about as much responsibility as in other institutions having full-fledged self-government.

Protestant services are held every Sunday and Catholic services usually. At present there are only a few Catholic girls. Chapel is held every day and good moral principles are emphasized at all times.

The library has 500 books. No individual instruction is given in music but the chorus singing is excellent.

The original infirmary, known as the "little brick hotel," now serves as the discipline cottage, but except in cases of runaways and insubordinates it is ordinarily used for an overflow of inmates. Locking a girl in her own room on restricted diet usually suffices as punishment for breaches of good conduct. It happens, though rarely, that the superintendent whips a girl with a switch in the presence of another officer and another inmate. It is customary for the girls to remain five months in each of the three grades, A, B, and C of the credit system, their standing in the school being determined by this system. A total of 15 months, in this way, becomes the minimum time before eligibility for parole. Girls are paroled to families or placed in factories and hospitals. Supervision and follow-up work are done by the parole officer.

Dental work is done in the dispensary. Once a year each girl is examined and special needs are taken care of at any time.

The parole work is very satisfactory. Thirty-six girls are now placed out. Two girls are in college and one is training for a nurse in a hospital. Others have lived to advantage in the "town house," or "town unit," the first institution in Virginia for the work of readjusting institutional people to society. Unfortunately this branch of the institution has since been closed for lack of means to run it. Girls nearing parole are now permitted to make trial trips to Richmond on shopping tours, to the theater, or to church. These girls live in the Homestead cottage, where they are given special privileges.

The corporation of other social agencies leaves something to be desired, but it is on the whole good.

Kilbourne's superintendent is a college graduate, trained in parole work and work with delinquent girls generally. She is fond of children and the girls are fond of her. She is a woman of high integrity.

There are 18 employees to an average of 77 inmates, or about 1 to 4. The superintendent is responsible to a mixed board of directors appointed by the governor. This board is empowered to select the superintendent, to have financial responsibility, to decide on admission, parole, and discharge and to formulate the general policies. Political entanglements are not apparent.

The general impression of Kilbourne is homelike, with little or no institutional atmosphere. Individualized treatment of the girls is stressed, with the result that officers and girls understand one another. Interest in the work is thoroughly sincere.

Examination for venereal disease is part of the routine of admission. One physician who treats the gonorrhea cases pays weekly visits to the clinic. He is subject to call at any time. Another physician treats the syphilitics once a week. An undergraduate nurse with hospital experience has charge of the infirmary. Because she is also matron of Virginia cottage, her medical records are not very well kept up for lack of time. Diseased girls are kept in Virginia cottage as long as they require treatment. No girl is paroled until discharged by the physicians in charge.

Sixty of the 75 girls admitted in 1919-20 admitted having had sexual relations with sailors or soldiers. Fifty-five had been promiscuous, though not commercial. They were all diseased.

The State's appropriation for operation and maintenance, 1918-19, was \$34,000; for 1919-20, \$60,000, with \$12,500 extra toward a building fund, a similar amount to be given in 1921. The average per capita per diem cost of maintenance without overhead for 1918-19 was \$0.42; for 1919-20, \$0.66.

Appreciation of governmental assistance is warmly expressed, and it is felt that the local funds probably never would have been raised except to balance the Federal grant. In fact, it is acknowledged that the impetus that brought a small institution into the popular eye and developed it extraordinarily was due to the Government.

VIRGINIA STATE HOME AND INDUSTRIAL SCHOOL FOR COLORED GIRLS,  
PEAKES TURNOUT, VA.

[November 18, 1920.]

When the Federal Government, in May, 1918, appropriated \$20,000 toward the expansion of this institution it was privately owned. The State Federation of Colored Womens Clubs had founded it in 1914. Originally there had been only an old frame farmhouse, but the addition of a two-story and basement brick building, substantial and commodious and known as "Federation cottage," had made it possible to accommodate 45. Even this was inadequate to meet the need under war conditions and interested white citizens joined the colored people in raising by subscription the amount necessary to secure the governmental grant of \$20,000. Later an additional sum of \$5,102 was given for a Delco plant, making the total of the Federal assistance \$25,102.

The home is situated 18 miles from Richmond in a good neighborhood. There are 147½ acres of only fairly productive soil. To the

two original institution buildings, a mill and barns, have been added a large frame schoolhouse, two-story, and a modern brick cottage, built with the joint local and Federal funds. The four main buildings are now used as follows:

- (1) The "receiving cottage" (new) in which girls just admitted are placed until their health conditions have been cleared up and they have become at least partly adjusted to institutional life. There are 12 single rooms and a sleeping porch for 8. A well-equipped treatment room or clinic and a small infirmary are in this building.
- (2) The schoolhouse (new) in which are located the schoolrooms, recreation and sewing rooms. Chapel is held here.
- (3) Federation cottage, having the superintendent's office, living quarters; the officers' dining room; the matron's room; the storeroom and several dormitories for girls nearing parole.
- (4) The old farmhouse, occupied by the farmer and his wife (trained in domestic science), and used as a demonstration of good house-keeping in a small way. Two girls are assigned at a time to live here in order to receive special, intensive training in domestic science.

The present capacity of the home is for 70, but 83 girls are being cared for. There is a waiting list but the condition is already one of being badly overcrowded. Great care is taken to preserve at least a three-foot space between the beds so that the halls have to be utilized for extra cots.

Steam heat has been installed in all except the farm cottage. A hot water furnace supplies hot water. Both plants are too small to be fully satisfactory.

Each cottage is equipped with fire extinguishers and there are fire escapes.

The plumbing is modern, and the baths, toilets, and lavatories are kept in good order. They are sanitary and exceptionally clean.

The laundry facilities could be improved. A drying room is needed; also irons and ironing boards. A really well-equipped laundry would add greatly to the comfort and well-being of the home, and increase the possibilities for vocational training.

The furniture is good and suitable and the condition of the bedding and clothing excellent, though the supply is anything but abundant.

As already stated, the schoolhouse has the main recreation room. The dining rooms in each cottage are also used for recreation and study.

Girls are admitted through the juvenile court for the period of their minority, or until they reach the age of 21 years.

Social histories are not kept except as they appear in the commitment papers. This would hardly be possible without a clerk which

the budget does not cover. The court papers are filed alphabetically but not kept in separate folders as are the parole girls' papers. All papers and accounts are filed systematically in the superintendent's office.

The younger girls are kept apart from the more hardened types, and the low-grade mentals are grouped together as much as possible. These are the only classifications observed.

There is no equipment whatever for mental tests and no provision for the feeble-minded. The State, however, has appropriated funds for the expansion of the central State hospital for colored girls, women, and men, and a new building for the care of the feeble-minded will be ready in the spring of 1921. Girls testing 6 years or under will be eligible for transfer.

Good, wholesome food is provided but strict economy has to be observed and the table is somewhat lacking in variety. Rather better meals are served the officers than the girls, but these also are simple. Girls in an infectious stage of venereal disease are served in their own rooms.

Two hours daily are consumed regularly by the general housework; three by gardening or farm work; three by school; one is set aside for leisure; and one for recreation. Saturday afternoons are also given over to recreation. The leisure hour is usually occupied by club work.

Cooking and plain sewing are taught systematically. Girls about to be paroled are assigned, two at a time, to the farmer's wife for special instruction in cooking, general housework, and laundry work. Trained in domestic science at Carnegie Institute she is competent to teach canning, preserving, and some fancy cooking. The farm house in which the institution started is used as a demonstration of model housekeeping in a small way, as girls will find it when paroled to a family.

Baseball and basket ball figure largely among the outdoor sports. The games are well organized and a fine spirit is shown. Plays and parties are frequently given at the schoolhouse.

In lieu of an honor system the girls are organized in groups of 10, each group under a captain. Prizes are given the best group weekly. Credits are given for neatness and great pride is taken in the white dresses which mark a girl's standing in the school.

Church services and Sunday school are held every Sunday and chapel daily. The inmates are all Protestant.

The library facilities are limited and the need for new books is great. There is a piano in the schoolhouse. The girls are taught to sing in chorus but no other musical instruction is given. A genuine desire for good pictures is felt on the part of the management but so far there are very few.

As already stated prizes are given for good work and conduct. There is a "thinking room" but otherwise locks are not in use. The silence rule is observed as a punishment for mild offenses.

Girls are paroled to applicants on written application. The parole system involves the investigation of homes through correspondence with local agencies and when possible the superintendent visits the homes personally. A parole officer is needed. No formal system of indenture is in use, but the wages of younger girls are paid to the superintendent in trust instead of to the girls direct. The minimum for any girl is \$2.50 a week. No girl is paroled under one year in the school and none unless free from disease.

Except for the probation officers of the Juvenile Court the cooperation of social agencies is not conspicuous.

Of the 28 girls now on parole 21 are doing splendidly, the others have not been away long enough for the superintendent to judge fairly of them.

The personnel, all colored, is made up of the superintendent; two day and one night matron; a school teacher, sewing teacher, and industrial teacher; a kitchen matron; a farmer; a resident nurse and visiting physician. The proportion of employees to inmates is about 1 to 7. The farmer's wife serves as dietitian for all the cottages, each of which is a complete housekeeping unit. The superintendent has full administrative responsibility. She is responsible to a separate board of directors made up of white and colored members. The spirit of the administration is very fine indeed. The superintendent is an educated woman, sympathetic and intelligent and the board of directors is active and deeply interested. A warm, personal interest is taken in the girls, individually, by the superintendent of her staff.

Examination for venereal disease is required before admission. All diseased girls are kept in the receiving cottage until noninfectious. A woman physician takes the blood for Wassermann tests and the State laboratories make the tests. The salvarsan treatments are given by the visiting physician, and the follow-up work, under the resident nurse, is thorough. Monthly examinations are made of the whole school and new cases are put under treatment.

The number of admissions during the period under consideration was 89, 40 of whom were diseased. It is estimated that 60 per cent of the total had had sexual experiences with soldiers or sailors, all the diseased girls being included. The actual number of treatments given for venereal diseases between February 1, 1919, and October 1, 1920, was 2,162.

The State's appropriation for operation and maintenance, 1917-18, was \$3,586.23. The sum raised by popular subscription for this year was \$8,543.52. For 1920-21 the State appropriated \$10,000.

The total cost of operation was \$16,354.64, the deficit being made up by private subscription and farm products. The value of produce grown on the farm and consumed was on the basis of \$27.81 per capita per annum. The State allowance for maintenance is 48 cents per capita per diem, the same rate that is paid to jailers.

Any question as to the value of the governmental assistance in expanding this reformatory would seem to be answered in the opening paragraph of the 1920 report of the president of the board of trustees to the members of the board. It reads:

The work of the industrial home school for colored girls has forged ahead, and during the last year by far the largest number of girls at one time in the history of the school has been taken care of, the number being 89. Our capacity for that many was made possible by the completion of the two cottages given because of our willingness to take the girls who were a menace to the war-camp communities.

In conclusion, it is desirable to say that this institution compares favorably with any visited by the reviewer. It is the only State reformatory for colored girls in the South.

## APPENDIX.

### 1. FEDERAL LAW UNDER WHICH THE INTERDEPARTMENTAL SOCIAL HYGIENE BOARD OPERATES.

[Chap. 15, Public, No. 193, 65th Cong., H. R. 12281.]

AN ACT Making appropriations for the support of the Army for the fiscal year ending June 30, 1919.

#### CHAPTER XV.

**Interdepartmental Social Hygiene Board:** That there is hereby created a board to be known as the Interdepartmental Social Hygiene Board, to consist of the Secretary of War, the Secretary of the Navy, and the Secretary of the Treasury as ex officio members, and of the Surgeon General of the Army, the Surgeon General of the Navy, and the Surgeon General of the Public Health Service, or of representatives designated by the Secretary of War, the Secretary of the Navy, and the Secretary of the Treasury, respectively. The duties of the board shall be (1) to recommend rules and regulations for the expenditure of moneys allotted to the States under section 5 of this chapter; (2) to select the institutions and organizations and fix the allotments to each institution under said section 5; (3) to recommend to the Secretary of the Treasury, the Secretary of War, and the Secretary of the Navy such general measures as will promote correlation and efficiency in carrying out the purposes of this chapter by their respective departments; and (4) to direct the expenditure of the sum of \$100,000 referred to in the last paragraph of section 7 of this chapter. The board shall meet at least quarterly and shall elect annually one of its members as chairman and shall adopt rules and regulations for the conduct of its business.

SEC. 2. That the Secretary of War and the Secretary of the Navy are hereby authorized and directed to adopt measures for the purposes of assisting the various States in caring for civilian persons whose detention, isolation, quarantine, or commitment to institutions may be found necessary for the protection of the military and naval forces of the United States against venereal diseases.

SEC. 3. That there is hereby established in the Bureau of Public Health Service a Division of Venereal Diseases, to be under the charge of a commissioned medical officer of the United States Public Health Service detailed by the Surgeon General of the Public Health Service, which officer while thus serving shall be an Assistant Surgeon General of the Public Health Service, subject to the provisions of law applicable to assistant surgeons general in charge of administrative divisions in the District of Columbia of the Bureau of Public Health Service. There shall be in such division such assistants, clerks, investigators, and other employees as may be necessary for the performance of its duties and as may be provided for by law.

SEC. 4. That the duties of the division of venereal diseases shall be in accordance with rules and regulations prescribed by the Secretary of the Treasury

(1) to study and investigate the cause, treatment, and prevention of venereal diseases; (2) to cooperate with State boards or departments of health for the prevention and control of such disease within the States; and (3) to control and prevent the spread of these diseases in interstate traffic: *Provided*, That nothing in this chapter shall be construed as limiting the functions and activities of other departments or bureaus in the prevention, control, and treatment of venereal diseases and in the expenditure of moneys therefor.

SEC. 5. That there is hereby appropriated, out of any money in the Treasury not otherwise appropriated, the sum of \$1,000,000, to be expended under the joint direction of the Secretary of War and the Secretary of the Navy, to carry out the provisions of section 2 of this chapter: *Provided*, That the appropriation herein made shall not be deemed exclusive, but shall be in addition to other appropriations of a more general character which are applicable to the same or similar purposes.

SEC. 6. That there is hereby appropriated, out of any moneys in the Treasury not otherwise appropriated, the sum of \$1,400,000 annually for two fiscal years, beginning with the fiscal year commencing July 1, 1918, to be apportioned as follows: The sum of \$1,000,000, which shall be paid to the States for the use of their respective boards or departments of health in the prevention, control, and treatment of venereal diseases; this sum to be allotted to each State, in accordance with the rules and regulations prescribed by the Secretary of the Treasury, in the proportion which its population bears to the population of the continental United States, exclusive of Alaska and the Canal Zone, according to the last preceding United States Census, and such allotment to be so conditioned that for each dollar paid to any State the State shall specifically appropriate or otherwise set aside an equal amount for the prevention, control, and treatment of venereal diseases, except for the fiscal year ending June 30, 1919, for which the allotment of money is not conditioned upon the appropriation or setting aside of money by the State: *Provided*, That any State may obtain any part of its allotment for any fiscal year subsequent to June 30, 1919, by specifically appropriating or otherwise setting aside an amount equal to such part of its allotment for the prevention, control, and treatment of venereal diseases; the sum of \$100,000, which shall be paid to such universities, colleges, or other suitable institutions as in the judgment of the Interdepartmental Social Hygiene Board are qualified for scientific research for the purpose of discovering, in accordance with rules and regulations prescribed by the Interdepartmental Social Hygiene Board, more effective medical measures in the prevention and treatment of venereal diseases; the sum of \$300,000, which shall be paid to such universities, colleges, or other suitable institutions or organizations as in the judgment of the Interdepartmental Social Hygiene Board are qualified for scientific research for the purpose of discovering and developing more effective educational measures in the prevention of venereal diseases and for the purpose of sociological and psychological research related thereto.

SEC. 7. That there is hereby appropriated, out of any money in the Treasury not otherwise appropriated, the sum of \$300,000 for the fiscal year ending June 30, 1919, to be apportioned as follows: The sum of \$200,000 to defray the expenses of the establishment and maintenance of the Division of Venereal Diseases in the Bureau of the Public Health Service; and the sum of \$100,000 to be used under the direction of the Interdepartmental Social Hygiene Board for any purpose for which any of the appropriations made by this chapter are available.

SEC. 8. That the terms "State" and "States," as used in this chapter, shall be held to include the District of Columbia.

